This is a digital copy of a book that was preserved for generations on library shelves before it was carefully scanned by Google as part of a project to make the world's books discoverable online.

It has survived long enough for the copyright to expire and the book to enter the public domain. A public domain book is one that was never subject to copyright or whose legal copyright term has expired. Whether a book is in the public domain may vary country to country. Public domain books are our gateways to the past, representing a wealth of history, culture and knowledge that's often difficult to discover.

Marks, notations and other marginalia present in the original volume will appear in this file - a reminder of this book's long journey from the publisher to a library and finally to you.

Usage guidelines

Google is proud to partner with libraries to digitize public domain materials and make them widely accessible. Public domain books belong to the public and we are merely their custodians. Nevertheless, this work is expensive, so in order to keep providing this resource, we have taken steps to prevent abuse by commercial parties, including placing technical restrictions on automated querying.

We also ask that you:

+ *Make non-commercial use of the files* We designed Google Book Search for use by individuals, and we request that you use these files for personal, non-commercial purposes.
+ *Refrain from automated querying* Do not send automated queries of any sort to Google's system: If you are conducting research on machine translation, optical character recognition or other areas where access to a large amount of text is helpful, please contact us. We encourage the use of public domain materials for these purposes and may be able to help.
+ *Maintain attribution* The Google "watermark" you see on each file is essential for informing people about this project and helping them find additional materials through Google Book Search. Please do not remove it.
+ *Keep it legal* Whatever your use, remember that you are responsible for ensuring that what you are doing is legal. Do not assume that just because we believe a book is in the public domain for users in the United States, that the work is also in the public domain for users in other countries. Whether a book is still in copyright varies from country to country, and we can't offer guidance on whether any specific use of any specific book is allowed. Please do not assume that a book's appearance in Google Book Search means it can be used in any manner anywhere in the world. Copyright infringement liability can be quite severe.

About Google Book Search

Google's mission is to organize the world's information and to make it universally accessible and useful. Google Book Search helps readers discover the world's books while helping authors and publishers reach new audiences. You can search through the full text of this book on the web at `http://books.google.com/`

Stanford University Libraries
3 6105 126 573 109

N5324

ANNUAL REPORT

OF THE

STATE BOARD OF CHARITIES

FOR THE YEAR 1903.

IN THREE VOLUMES.

WITH STATISTICAL APPENDIX TO VOLUME ONE BOUND SEPARATELY.

VOLUME ONE.

WITH STATISTICAL APPENDIX BOUND SEPARATELY.

TRANSMITTED TO THE LEGISLATURE FEBRUARY 1, 1904.

ALBANY
OLIVER A. QUAYLE
STATE LEGISLATIVE PRINTER
1904

STATE OF NEW YORK

No. 22.

IN SENATE,

FEBRUARY 1, 1904.

THIRTY-SEVENTH ANNUAL REPORT

OF THE

STATE BOARD OF CHARITIES.

STATE OF NEW YORK:

OFFICE OF THE STATE BOARD OF CHARITIES,

THE CAPITOL, ALBANY, *February* 1, 1904.

To the Hon. FRANK W. HIGGINS,

Lieutenant-Governor and President of the Senate:

SIR.—By direction of the Board, I have the honor herewith to transmit to the Legislature the thirty-seventh annual report of the State Board of Charities.

Yours very respectfully,

ENOCH V. STODDARD, M. D.,

President.

79145

STATE OF NEW YORK

No. 22.

IN SENATE,

FEBRUARY 1, 1904.

THIRTY-SEVENTH ANNUAL REPORT

OF THE

STATE BOARD OF CHARITIES.

STATE OF NEW YORK:

OFFICE OF THE STATE BOARD OF CHARITIES,

THE CAPITOL, ALBANY, *February* 1, 1904.

To the Hon. FRANK W. HIGGINS,

Lieutenant-Governor and President of the Senate:

SIR.—By direction of the Board, I have the honor herewith to transmit to the Legislature the thirty-seventh annual report of the State Board of Charities.

Yours very respectfully,

ENOCH V. STODDARD, M. D.,

President.

79145

MEMBERS AND OFFICERS
OF THE
STATE BOARD OF CHARITIES
1904.

MEMBERS APPOINTED BY THE GOVERNOR, BY AND WITH THE ADVICE AND CONSENT OF THE SENATE.

DISTRICTS.	Names and addresses.	Date of appointment.
First Judicial (New York county.)	William R. Stewart, 31 Nassau street, New York city.	May 31, 1882
New York county	Mrs. Beekman de Peyster, 101 West 81st street, New York city.	October 4, 1890
New York county	Stephen Smith, M. D., Vice-President, 3 West 92nd street, New York city.	* March 29, 1898
New York county	Michael J. Scanlan, 56 Pine street, New York city.	May 20, 1901
Second Judicial (Counties of Richmond, Suffolk, Nassau, Queens, Kings, Westchester, Orange, Rockland, Putnam and Dutchess.)	Augustus Floyd, Mastic, Moriches P. O., N. Y.	June 1, 1903
Kings county	John Notman, 136 Joralemon street, Brooklyn, New York city.	January 17, 1899
Third Judicial (Counties of Columbia, Sullivan, Ulster, Greene, Albany, Schoharie and Rensselaer.)	Simon W. Rosendale, 57 State street, Albany, N. Y.	March 8, 1899
Fourth Judicial (Counties of Warren, Saratoga, Washington, Essex, Franklin St. Lawrence, Clinton, Montgomery, Hamilton, Fulton and Schenectady.)	Newton Aldrich, Gouverneur, St. Lawrence Co., N. Y.	April 3, 1896
Fifth Judicial (Counties of Onondaga, Oneida, Oswego, Herkimer, Jefferson and Lewis.)	Dennis McCarthy, 217 S. Salina street, Syracuse, N. Y.	March 8, 1899
Sixth Judicial (Counties of Otsego, Delaware, Madison, Chenango, Broome, Tioga, Chemung, Tompkins, Cortland and Schuyler.)	Ralph W. Thomas, Hamilton, N. Y.	April 2, 1903
Seventh Judicial (Counties of Livingston, Wayne, Seneca, Yates, Ontario, Steuben, Monroe and Cayuga.)	Enoch Vine Stoddard, M. D., President, 62 State street, Rochester, N. Y.	January 1, 1894
Eighth Judicial (Counties of Erie, Chautauqua, Cattaraugus, Orleans, Niagara, Genesee, Allegany and Wyoming.)	William H. Gratwick, 877 Ellicott Square, Buffalo, N. Y.	April 17, 1901

OFFICERS.

ENOCH VINE STODDARD, M. D. ..... PRESIDENT
STEPHEN SMITH, M. D. ..... VICE-PRESIDENT
ROBERT W. HEBBERD ..... SECRETARY
BYRON M. CHILD ..... SUPERINTENDENT OF STATE AND ALIEN POOR
WILLIAM B. BUCK ..... SUPERINTENDENT OF INSPECTION

* Previously a commissioner.

CONTENTS

PAGE.

Membership of the Board 1
Attendance at meetings 3
Election of officers 4
Minute relating to the resignation of Hon. William Rhinelander Stewart as President of the Board 4
Standing committees of the Board 5
Appropriations to the Board by the Legislature of 1903:
  Appropriation bill 7
  Supply bill 9
Appropriations desired from the Legislature of 1904 9
Oversight of children placed out in family homes 10
Oversight of the educational work of the institutions 11
Charitable legislation, 1903 12
Changes in the rules of the Board governing the reception and retention of inmates of institutions 14
Number and classification of beneficiaries in institutions subject to the visitation and inspection of the Board, October 1, 1903 15
Statistics of indoor relief:
  Table of, showing number of persons remaining in institutions receiving public money, at the close of the five fiscal years from 1899 to 1903, inclusive 16
Statistics of outdoor relief:
  Table of, in cities, for the fiscal years, 1901, 1902, 1903:
    A. Showing the number of poor persons receiving temporary relief with the percentage of population thus relieved 17
    B. Showing the expenditures for such relief with the per capita expense. 18
Report on the affairs and management of the House of Refuge at Randall's Island 20
The Ulster county almshouse 24
Need of further provision by the State for the care of the feeble-minded, the idiotic and the epileptic 31
  Feeble-minded children 32
  Feeble-minded women 33
  Idiots 33
  Epileptics 34
State institutions 35
Private institutions receiving State appropriations 36
Summary of recommendations for legislation 37
Appropriations made in 1903 and recommended for 1904 39
Classified expenditures for maintenance of the State institutions subject to the visitation and inspection of the State Board of Charities for the fiscal year ending September 30, 1903 40

PAGE.

Table showing the number of inmates in the State institutions subject to the visitation and inspection of the State Board of Charities October 1, 1903, arranged with reference to the representation from the several counties of the State 42
State Industrial School, Rochester 43
*House of Refuge for Women, Hudson 49
Western House of Refuge for Women, Albion 53
New York State Reformatory for Women, Bedford 59
Society for the Reformation of Juvenile Delinquents in the City of New York, usually known as "The House of Refuge," Randall's Island 68
Syracuse State Institution for Feeble-Minded Children, Syracuse 75
State Custodial Asylum for Feeble-Minded Women, Newark 80
Rome State Custodial Asylum, Rome 88
Craig Colony, Sonyea 97
New York State Soldiers and Sailors' Home, Bath 106
New York State Woman's Relief Corps Home, Oxford 113
Thomas Asylum for Orphan and Destitute Indian Children, Iroquois 118
New York State School for the Blind, Batavia 123
New York State Hospital for the Care of Crippled and Deformed Children, Tarrytown 128
New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook 131
The deaf 133
New incorporations 136
Plans of buildings approved 140
Licensed dispensaries 141
State, alien and Indian poor 146
  Alien poor 147
  Indian poor 148
  Department expenditures 148
  Financial benefits resulting from the removal of State and alien poor 149
Almshouse inspection 150
Supervision of dependent children placed in homes 151
Department of inspection 152
  Change in superintendent 152
  Work of the year 153
  Number of general inspections for the year ending September 30, 1903 153
  Special investigation of educational work and facilities in homes for children. 154
  Investigation of status of long-term inmates 154
  Census of dependent children, 1896-1903 156
  Diagram of dependent children, 1896-1903 156
  Revised form of admission and discharge blanks 157
  Placing in families of children from institutions 158
  Fire protection 160
Fourth New York State Conference of Charities and Correction 161
  Program of the Conference 162
Thirty-third Annual Convention of the County Superintendents of the Poor 167
  Organization for 1903-1904 168
Thirtieth National Conference of Charities and Correction 169
State Charities Aid Association 171
  County visiting committees, reports of 173
  Report of sub-committee on State Charitable Institutions 176
Appended papers 179

*Name now changed to New York State Training School for Girls.

APPENDED PAPERS.

PAGE.
Report of the Committee on Reformatories..... 185
Preliminary report of investigation into the affairs and management of The Society for the Reformation of Juvenile Delinquents in the City of New York.. 211
Final report of investigation into the affairs and management of The Society for the Reformation of Juvenile Delinquents in the City of New York..... 221
Recipes for institution use..... 315
Report of the Committee on Idiots and Feeble-Minded..... 377
Report of the Committee on Soldiers and Sailors' Homes..... 387
Report of the Committee on Craig Colony..... 397
Tenth annual report of the Board of Managers of Craig Colony..... 403
Report of the Committee on the Blind..... 483
Report of the Committee on the Deaf..... 497
Report of the Committee on Thomas Asylum for Orphan and Destitute Indian Children 513
Report of the Committee on the New York State Hospital for the Care of Crippled and Deformed Children..... 521
Third Annual Report of the New York State Hospital for the Care of Crippled and Deformed Children..... 527
Report of the Committee on State and Alien Poor..... 555
Report of the Superintendent of State and Alien Poor..... 558
Report of the Committee on Inspection..... 571
Report of the Committee on Orphan Asylums and Children's Homes..... 589
Report of the Committee on the Placing-Out of Children..... 605
Report of the Committee on Dispensaries..... 611
Report of the Committee on Almshouses..... 627
Report of visitation of almshouses and public hospitals in the First Judicial District 641
Report of visitation of almshouses in the Second Judicial District..... 687
Report of visitation of almshouses in the Third Judicial District..... 695
Report of visitation of almshouses in the Fourth Judicial District..... 703
Report of visitation of almshouses in the Fifth Judicial District..... 711
Report of visitation of almshouses in the Sixth Judicial District..... 719
Report of visitation of almshouses in the Seventh Judicial District..... 727
Report of visitation of almshouses in the Eighth Judicial District..... 735
Schedule of salaries and wages in the State charitable and reformatory institutions 745
Report of Select Senate Committee to visit charitable and penal institutions, 1857. 791
Appendix I. Proceedings of the Fourth New York State Conference of Charities and Correction 1025
Appendix II. Proceedings of the Thirty-third Annual Convention of the County Superintendents of the poor.....1 after Appendix I
Index to Volume One of Annual Report for 1903.....1 after Appendix II

REPORT.

To the Honorable the Legislature of the State of New York:

In conformity with the requirements of chapters 225 and 546 of the Laws of 1896, known as the Poor Law and the State Charities Law, respectively, the State Board of Charities herewith submits its thirty-seventh annual report to your honorable body.

THE MEMBERSHIP OF THE BOARD.

There were two vacancies in the membership of the Board at the beginning of the year 1903. One was caused by the death on October 30, 1902, of Commissioner Peter Walrath of Chittenango, from the Sixth Judicial District. This vacancy was filled on April 2, 1903, through the appointment by the Governor, with the approval of the Senate, of Professor Ralph W. Thomas of Hamilton, N. Y. The other vacancy was caused by the resignation on December 1, 1902, of Commissioner Edward H. Litchfield of Brooklyn, from the Second Judicial District. This was filled on June 1, 1903, through the ad interim appointment by the Governor, of Augustus Floyd of Mastic, N. Y.

The term of Commissioner Simon W. Rosendale of Albany, from the Third Judicial District, having expired he was on April 2, 1903, appointed by the Governor with the approval of the Senate, to succeed himself.

ATTENDANCE AT MEETINGS.

The following table, giving the names of the Commissioners of the Board, the district or county from which they were respectively appointed, together with the length of their service and the record of their attendance at Board meetings during the year 1902, is respectfully presented in accordance with a requirement of the State Charities Law:

ATTENDANCE OF COMMISSIONERS UPON MEETINGS OF THE BOARD HELD DURING THE YEAR 1903.

A. Absent. P. Present.

COMMISSIONERS.	Years of service.	Stated meeting, Jan. 14. Albany.	Stated meeting, April 8. Albany.	Adjourned stated special meeting May 27. New York.	Stated meeting, July 8. New York.	Stated meeting, Oct. 14. Albany.	Special meeting, Nov. 17. Buffalo.	Special meeting, Dec. 16. New York.
William R. Stewart, First Judicial District	22	P	P	P	A	P	P	P
Annie G. de Peyster, New York county	13	P	P	P	P	A	P	P
Stephen Smith, M. D., New York county	10	P	P	P	P	P	P	P
Michael J. Scanlan, New York county	2	P	P	P	P	P	P	P
Augustus Floyd, Second Judicial District*	.....	.....	.....	.....	P	P	P	P
John Notman, Kings county	4	A	P	A	P	A	A	A
Simon W. Rosendale, Third Judicial District	4	P	P	P	A	P	A	P
Newton Aldrich, Fourth Judicial District	8	P	P	P	A	P	A	P
Dennis McCarthy, Fifth Judicial District	4	P	P	P	A	P	A	P
Ralph W. Thomas, Sixth Judicial District†	.....	.....	P	P	P	P	P	P
Enoch V. Stoddard, M.D., Seventh Judicial Dist.	10	P	P	P	P	P	P	P
William H. Gratwick, Eighth Judicial District	2	P	A	P	P	P	P	P
		9	10	10	8	10	8	11

* Appointed June 1, 1903. † Appointed April 2, 1903. The average attendance during 1903 was 9.

ELECTION OF OFFICERS.

At the Board's stated meeting of April 8, 1903, the annual election of officers was held as provided by the by-laws. President William Rhinelander Stewart was unanimously reëlected for the tenth consecutive term but declined to serve. Thereupon his declination was unanimously laid upon the table to be considered at an adjourned meeting called for May 27th. At that meeting, as President Stewart still declined to accept reëlection, the Vice-President, Commissioner Enoch Vine Stoddard of Rochester, who had filled that position for eight consecutive terms, was elected President, and Commissioner Stephen Smith of New York was elected Vice-President of the Board.

In recognition of the services of President Stewart, the Board at its meeting of July 8th, unanimously adopted the following minute, which was ordered printed in its annual report to the Legislature:

Minute.

The State Board of Charities in regretfully accepting at his urgent request the resignation of President William Rhinelander Stewart, who for the tenth consecutive term has been unanimously elected to that responsible office, desires to make public acknowledgment and record of its appreciation of his able, devoted and self-sacrificing service.

During the administration of President Stewart many notable advances have been made in the charitable and reformatory work of the State coming within the Board's jurisdiction. The State Board of Charities itself has been made a constitutional body, and extended and comprehensive legislation beneficently affecting the charitable system of the State and embracing both

public relief and private charity has been enacted. In the advancement of this work and in framing the general policy of the State for the care of its dependent, defective and delinquent classes, President Stewart has taken an influential and conspicuous part, involving much personal sacrifice of time and strength.

While reluctantly yielding to his desire for retirement from this leadership, which has been marked throughout by an unvarying courtesy and a dignity inspired by the highest ideal of official integrity, we, his fellow Commissioners, congratulate ourselves upon the fact that he remains with us as a colleague whereby the State will continue to receive the benefit of his counsel and of his wide experience in charitable administration, while we shall still have the pleasure of association with one who represents the highest type of friend and citizen.

The vacancy caused by the resignation on January 14, 1903, of Walter S. Ufford, Superintendent of Inspection, was filled on July 8, 1903, by the appointment of William B. Buck, (then Secretary of the New York County Visiting Committee of the State Charities Aid Association), who was first on the eligible list certified to the Board by the State Civil Service Commission. Mr. Buck entered upon the duties of his position on September 1, 1903.

STANDING COMMITTEES OF THE BOARD.

Stated Committees.

On Publication:

The President, Commissioners Stewart, Smith and Scanlan.

On Finance:

The President, Commissioners Rosendale and Scanlan.

On Inspection:

Commissioners Smith, Scanlan and Gratwick.

On State and Alien Poor:

Commissioners McCarthy, Stewart and Gratwick.

Additional Committees.

On Reformatories:

Commissioners Stewart, Smith and de Peyster.

On Idiots and Feeble-Minded:

Commissioners McCarthy, Rosendale and Smith.

On Soldiers and Sailors' Homes:

Commissioners Rosendale, Gratwick and Thomas.

On Craig Colony:

Commissioners Smith, McCarthy and Rosendale.

On Thomas Asylum:

Commissioner Gratwick.

On the Blind:

Commissioners Gratwick, Smith and Floyd.

On the Deaf:

Commissioners Notman, Aldrich and Scanlan.

On Almshouses:

Commissioners Rosendale, Aldrich and Thomas.

On Orphan Asylums:

Commissioners Notman, McCarthy and de Peyster.

On Hospitals:

Commissioners Smith, Notman and McCarthy.

On Legislation:

Commissioners Rosendale, Notman and Scanlan.

On the Construction of Buildings:

Commissioners Smith, Stewart and McCarthy.

For compensation of twelve commissioners as provided by chapter 546 of the Laws of 1896, $2,000, or so much thereof as may be necessary.

For superintendent of inspection, $2,500; chief clerk, $1,500; clerk, $1,400; statistician, $1,000; one stenographer, $900; one stenographer, $720; messenger, $720; clerk, $720; junior clerk, $600. For temporary help at the Albany office, $300, or so much thereof as may be necessary.

For traveling expenses of the commissioners and secretary while engaged in the discharge of their official duties, $2,500, or so much thereof as may be necessary.

For traveling expenses of the employes of the department while engaged in their official duties, $2,500, or so much thereof as may be necessary.

For rent, printing, stationery, and other expenses of the office, $5,000, or so much thereof as may be necessary.

For postage and expense of transportation of all letters, official documents or other matter sent by express or freight, including boxes or covering for same, $1,200, or so much thereof as may be necessary.

State and Alien Poor.

For salary of the superintendent, $3,000; for the deputy superintendent in New York city, $1,500; for the special inspector of charitable institutions, $2,000; for inspector, $1,500; for assistant inspector, $1,200; for transfer agent, Kings county almshouse, $1,000; for transfer agent, Erie county almshouse, $1,000; for clerk and stenographer, $720; for stenographer, $700; for messenger, $400; for traveling expenses of superintendent and inspectors, $3,000; for incidental office expenses, $800; for maintenance, transportation and removal of State, alien and non-resident poor, $26,000, or so much thereof as may be necessary.

New York Office.

For superintendent, $1,500; one inspector, $1,400; one inspector, $1,200; two inspectors, $900 each; stenographer, $720.

Rochester Office.

For inspector, $1,200, and stenographer, $600.

SUPPLY BILL.

The supply bill, chapter 599 of the Laws of 1903, made the following additional appropriation to the Board: For salary of special inspector of charitable institutions from April 15th to September 30th, 1903, $966.66.

APPROPRIATIONS DESIRED FROM THE LEGISLATURE OF 1904.

For the secretary of the Board, for salary, $3,500.

For compensation of twelve commissioners as provided by chapter 546 of the Laws of 1896, $2,000, or so much thereof as may be necessary.

For superintendent of inspection, $2,500; chief clerk, $1,800; clerk, $1,400; statistician, $1,200; one stenographer, $1,200; one stenographer, $720; messenger, $720; clerk, $720; junior clerk, $600. For temporary help, $500, or so much thereof as may be necessary.

For traveling expenses [illegible] d the secretary while engage[illegible] the dis[illegible] ties, $2,500, or so much the[illegible]

For trav[illegible] rtment while eng[illegible] 500, or so much [illegible]

For postage, and expense of transportation of all letters, official documents or other matter sent by express or freight, including boxes or covering for same, $1,200, or so much thereof as may be necessary.

New York Office.

For superintendent, $1,500; one inspector, $1,400; two inspectors, $1,200 each; one inspector, $900; stenographer, $720.

Rochester Office.

For one inspector, $1,200; one inspector, $900; stenographer, $600.

State and Alien Poor.

For salary of the superintendent, $3,000; for the deputy superintendent in New York city, $1,500; for inspector of State charitable institutions, $2,000; for inspector, $1,500; for inspector, $1,200; for transfer agent Kings county almshouse, $1,000; for transfer agent, Erie county almshouse, $1,000; for clerk and stenographer, $720; for stenographer, $720; for messenger, $420; for traveling expenses of superintendent and inspectors, $4,500; for incidental office expenses, $800; for maintenance, transportation and removal of State, alien, non-resident and Indian poor, $26,000, or so much thereof as may be necessary.

THE OVERSIGHT OF CHILDREN PLACED OUT IN FAMILY HOMES.

The Board respectfully renews its request to the Legislature for the appropriation of $1,800 to pay the salary and meet the expenses of an additional inspector whose sole duty shall be to visit children placed out in family homes in this State. Chapter 264 of the Laws of 1898, which is intended to prevent abuses in the placing out of children, imposes this duty upon the Board,

but owing to the lack of sufficient inspectors, the Board is able to perform this service in small part only. Realizing its great importance, however, and the real need which exists for a more careful oversight of the children placed in family homes, the Board desires to cover this field in a better manner, and hopes that the Legislature will grant this request.

When it is considered that about 2,000 children are placed out in this State in a single year, and that many of them have practically no subsequent oversight, it will be seen that the request is a very conservative one. While one inspector will not be able to cover the field completely, it is confidently believed that the moral force that can be exerted by having an inspector devote all of his time to this service will be productive of good results.

THE OVERSIGHT OF THE EDUCATIONAL WORK OF THE INSTITUTIONS.

The State Board of Charities desires also to renew its application for an appropriation of $2,500 to pay the salary and meet the expenses of an inspector to examine the educational work of the charitable and reformatory institutions the Board is required to visit and inspect. By section 8 of the State Charities Law, it is made the duty of the Board to "Aid in securing the establishment and maintenance of such industrial, educational and moral training in institutions having the care of children as is best suited to the needs of the inmates." Section 11 of the same act, requires the representatives of the Board, when visiting an institution, to examine "Its methods of industrial, educational and moral training, if any, and whether the same are best adapted to the needs of its inmates."

The importance and magnitude of this work may be comprehended when it is understood that there are over 27,000 children in orphan asylums and other homes subject to the Board's visitation, of whom more than 12,000 are not regularly examined with relation to their scholastic and industrial training by any independent authority whatsoever. These children, by reason of their heredity and previous environment, require such examination much more than it is required by any equal number of children living in their own homes.

CHARITABLE LEGISLATION, 1903.

Many bills of more or less importance affecting the public and private charities of the State were introduced, but comparatively few of them became laws.

Two bills introduced by Assemblyman Cadin at the instance of Commissioner McCarthy, Chairman of the Board's Committee on Juvenile Courts and the Probation System, became laws with the approval of the Governor.

One of these, chapter 331 of the Laws of 1903, amends the Penal Code to provide for the extension of the children's court system throughout the entire State. The other, chapter 613 of the Laws of 1903, amends the Code of Criminal Procedure by extending the probation system so as to include children under the age of sixteen years who had previously been excepted from the provisions of the law. Effective aid was given by Lieutenant-Governor Higgins toward the passage of these important measures.

The State Finance Law was amended through the passage of an act providing that the Salary Classification Commission, which consists of the State Comptroller and the President of the State Board of Charities, shall recommend to the Governor in Septem-

ber of each year, proposed changes in salaries and wages in the State charitable and reformatory institutions for the ensuing fiscal year and that such changes shall not be made without the written approval of the Governor.

A bill introduced by Senator Stevens to provide for the appointment by the Governor of a commission to investigate the condition of the adult blind in this State and to report on the expediency of the establishment by the State of industrial training schools for the blind, has also become a law. The commission has been at work during the year.

Assembly bill 1843, which was introduced by Mr. Bedell and became a law with the approval of the Governor, amends the Public Health Law in relation to the establishment of hospitals or camps for the treatment of pulmonary tuberculosis.

This new statute provides that a hospital, camp, or other establishment for the treatment of patients suffering from the disease known as pulmonary tuberculosis, shall not be established in any town by any person, association, corporation or municipality, unless the board of supervisors of the county, and the town board of the town, shall each adopt a resolution authorizing the establishment thereof, and describing the limits of the locality in which the same may be established.

The General City Law, chapter 327 of the Laws of 1900, provides that cities of the first class may establish hospitals for the treatment of pulmonary tuberculosis, outside of their corporate limits and not within the corporate limits of any other city or village, with the approval of the State Board of Health, and subject to the approval of the local board of health.

It thus appears that before the cities of New York and Buffalo can establish hospitals for the treatment of incipient pulmonary

tuberculosis in any town, they must have the approval of the State Board of Health, the local board of health, the county supervisors and the town board, which is a cumbersome method of procedure.

CHANGES IN THE RULES OF THE BOARD GOVERNING THE RECEPTION AND RETENTION OF INMATES OF INSTITUTIONS.

The only changes in the rules of the Board, governing the reception and retention of inmates of institutions, were caused by the addition of the following self explanatory sections to Rule II, governing the retention of inmates, which were adopted by the Board at its stated meeting of January 14, 1903.

§ 7. The inmates of all charitable, correctional or reformatory institutions, wholly or partly under private control, who are retained therein as a charge upon any county, city, town or village, shall be humanely and suitably provided with food, lodging and clothing and whatever further may be necessary for their safety, reasonable comfort and well-being.

§ 8. Children of school age retained in any such institution as a charge upon any county, city, town or village, shall receive regular and suitable instruction in at least the common school branches of reading, spelling, writing, arithmetic, English grammar and geography.

§ 9. The Commissioners, officers, inspectors and other representatives of the State Board of Charities shall at all reasonable times be allowed to examine such children with relation to their scholastic training, and also with respect to their fitness for placing in family homes, or with relation to any other matter pertaining to their care, comfort and general welfare, as may be directed by the Board by resolution duly adopted and entered on its minutes.

NUMBER AND CLASSIFICATION OF BENEFICARIES IN INSTITUTIONS SUBJECT TO THE VISITATION AND INSPECTION OF THE BOARD, OCTOBER 1, 1903:

Aged and friendless persons		2,575
Almshouse institution inmates (exclusive of those classified below)		11,631
Blind in almshouses		282
Blind in other institutions		310
Deaf in almshouses		118
Deaf in other institutions		1,599
Dependent children (exclusive of 2,174 committed for delinquency, included with juvenile offenders)	25,626	
Indian children at Thomas Asylum	152	
		25,778
Disabled soldiers and sailors		2,116
Epileptics in almshouses		292
Epileptics in Craig Colony		831
Hospital patients		7,127
Idiotic and feeble-minded in almshouses		1,300
Idiotic and feeble-minded in State institutions		1,692
Juvenile offenders		4,421
Reformatory inmates (women and girls)		1,935
Total		*62,007

* The large reduction in number from the reports previous to 1900 is due to the omission of the inmates of institutions not in receipt of public moneys in accordance with the decision of the Court of Appeals rendered April 17, 1900.

INDOOR RELIEF.

Table showing the number of persons remaining in institutions receiving public money, subject to the visitation and inspection of the State Board of Charities, at the close of the five fiscal years from 1899 *to* 1903 *inclusive, with the increase or decrease of the number in each class September* 30, 1903, *compared with that of September* 30, 1899.

INSTITUTIONS.	1899.		1900.		1901.		1902.		1903.		Increase of number in institutions Sept. 30, 1903, over Sept. 30, 1899.	Decrease of number in institutions Sept. 30, 1903, from Sept. 30, 1899.
	Number of institutions included.	Number in institutions Sept. 30.	Number of institutions included.	Number in institutions Sept. 30.	Number of institutions included.	Number in institutions Sept. 30.	Number of institutions included.	Number in institutions Sept. 30.	Number of institutions included.	Number in institutions Sept. 30.		
State Institutions	12	5,615	12	6,219	14	6,657	14	7,137	14	7,339	1,724	.....
County Almshouses	55	5,430	55	5,462	55	5,602	54	5,552	54	5,564	134	.....
City and Town Almshouse Institutions	19	7,476	19	7,364	19	7,277	20	7,594	22	8,059	583	.....
Homes for the Aged	31	2,285	30	1,885	23	1,046	26	1,165	26	1,256	.....	1,029
Homes for the Blind	4	146	2	26	2	35	2	41	2	47	.....	99
Homes for Children	123	29,440	122	28,649	121	29,241	121	27,385	119	27,800	.....	1,640
Homes for Discharged Prisoners	2	50	2	45	2	58	2	53	2	34	.....	16
Homes for the Feeble-Minded*	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Homes, Temporary, for Men and Boys	9	589	8	508	8	426	9	559	9	418	.....	171
Homes, Temporary, for Women and Children	10	157	8	179	5	51	6	92	8	123	.....	34
Homes, Temporary, for Women and Girls	12	776	11	677	13	709	14	687	15	632	.....	144
Hospitals	103	5,246	103	5,390	110	5,895	115	6,029	118	6,132	886	.....
Hospitals and Homes for Consumptives	3	494	3	512	3	608	3	629	3	672	178	.....
Hospitals and Homes for Convalescents	2	8	2	32	.....	.....	.....	.....	.....	.....	.....	8
Hospitals and Homes for Epileptics	1	193	1	189	1	186	1	184	1	195	2	.....
Hospitals and Homes for Incurables	3	334	2	59	2	45	3	88	3	103	.....	231
Reformatories for Children	4	255	3	270	4	386	4	426	4	471	216	.....
Reformatories for Women and Girls	12	1,359	12	1,418	12	1,472	12	1,452	12	1,427	68	.....
Schools for the Blind	1	169	1	171	1	173	1	161	1	152	.....	17
Schools for the Deaf	8	1,548	8	1,562	8	1,564	8	1,574	8	1,583	35	.....
Total	416	61,570	404	60,637	403	61,461	415	60,808	421	62,007	3,826	3,389

*Statistics included in State Institutions and City and Town Almshouse Institutions.

OUTDOOR RELIEF.

Table of temporary (outdoor) relief in the cities of the State for the fiscal years 1901, 1902 *and* 1903.

A. SHOWING THE NUMBER OF POOR PERSONS RECEIVING TEMPORARY RELIEF WITH THE PERCENTAGE OF ENTIRE POPULATION THUS RELIEVED.

CITY.	COUNTY.	Population by census of 1900.	1901.		1902.		1903.	
			Number of poor persons receiving temporary relief.	Percentage of population temporarily relieved.	Number of poor persons receiving temporary relief.	Percentage of population temporarily relieved.	Number of poor persons receiving temporary relief.	Percentage of population temporarily relieved.
New York	New York	3,437,202	1,141	.0003	1,096	.0003	3,665	.001
Buffalo	Erie	352,387	7,587	.022	5,345	.015	4,504	.013
Rochester	Monroe	162,608	9,500	.058	9,000	.055	2,673	.016
Syracuse	Onondaga	108,374	3,057	.028	2,756	.025	2,371	.022
Albany	Albany	94,151	3,212	.034	3,240	.034	4,997	.053
Troy	Rensselaer	60,651	1,665	.027	1,728	.028	1,420	.023
Utica	Oneida	56,383	2,226	.039	2,039	.037	1,859	.033
Yonkers	Westchester	47,931	342	.007	570	.012	621	.013
Binghamton	Broome	39,647	1,309	.033	1,231	.031	685	.017
Elmira	Chemung	35,672	535	.015	513	.014	490	.014
Schenectady	Schenectady	31,682	234	.007	‡288	.009	162	.005
Auburn	Cayuga	30,345	1,627	.054	1,565	.052	1,600	.053
Newburgh	Orange	24,943	869	.035	794	.032	704	.028
Kingston	Ulster	24,535	2,742	.110	852	.035	524	.021
Poughkeepsie	Dutchess	24,029	915	.038	858	.036	585	.024
Cohoes	Albany	23,910	123	.005	192	.008	209	.009
Jamestown	Chautauqua	22,892	498	.022	516	.024	532	.023
Oswego	Oswego	22,199	899	.040	807	.036	907	.041
Watertown	Jefferson	21,696	410	.019	316	.015	266	.013
Amsterdam	Montgomery	20,929	2,090	.100	1,618	.077	1,345	.064
Mount Vernon	Westchester	20,346	349	.017	244	.012	163	.008
Niagara Falls	Niagara	19,457	569	.029	†169	.009	254	.013
Gloversville	Fulton	18,349	503	.028	438	.024	348	.019
Lockport	Niagara	16,581	190	.011	124	.007	102	.006
Rome	Oneida	15,343	918	.060	§1,123	.073	1,060	.069
New Rochelle	Westchester	14,720	334	.023	311	.021	212	.014
Middletown	Orange	14,522	424	.029	461	.031	392	.027
Watervliet	Albany	14,321	648	.045	668	.047	641	.045
Ithaca	Tompkins	13,136	249	.019	320	.024	309	.023
Ogdensburg	St. Lawrence	12,633	626	.050	524	.041	388	.031
Hornellsville	Steuben	11,918	148	.012	167	.014	150	.013
Dunkirk	Chautauqua	11,616	98	.008	170	.015	171	.015
Corning	Steuben	11,061	126	.011	185	.017	140	.013
Geneva	Ontario	10,433	279	.027	304	.029	401	.038
Little Falls	Herkimer	10,381	839	.080	845	.081	704	.068
Johnstown	Fulton	10,130	472	.046	340	.034	268	.026
Hudson	Columbia	9,528	431	.045	395	.041	498	.052
Olean	Cattaraugus	9,462	66	.007	150	.016	226	.024
North Tonawanda	Niagara	9,069	112	.012	42	.005	28	.003
Cortland	Cortland	9,014	85	.009	47	.005	64	.007
Plattsburgh*	Clinton	8,880	.....	.....	143	.016	302	.034
Fulton*	Oswego	8,206	.....	.....	130	.018	308	.037
Oneida	Madison	7,538	309	.010	483	.061	501	.066
Rensselaer	Rensselaer	7,466	37	.005	63	.008	67	.009
Total		4,936,276	48,816	.....	43,204	.....	37,807	.....

* Incorporated as cities since the census of 1900.
† Number reported for eight months of the year
‡ Number of persons estimated—72 families reported.
§ Represents individuals: in previous years, families.

OUTDOOR RELIEF—(*Continued*).

Table of temporary (outdoor) relief in the cities of the State for the fiscal years 1901, 1902 *and* 1903.

B. SHOWING THE EXPENDITURES FOR TEMPORARY (OUTDOOR) RELIEF WITH THE PER CAPITA EXPENSE FOR THE NUMBER TEMPORARILY RELIEVED AND THE AMOUNT PER INHABITANT BY CENSUS OF 1900 FOR EXPENSE OF SUCH RELIEF.

CITY.	COUNTY.	Population by census of 1900.	1901.			1902.			1903.		
			Expenditures for temporary relief.	Per capita expense for number temporarily relieved.	Amount per inhabitant by census of 1900 for expense of temporary relief.	Expenditures for temporary relief.	Per capita expense for number temporarily relieved.	Amount per inhabitant by census of 1900 for expense of temporary relief.	Expenditures for temporary relief.	Per capita expense for number temporarily relieved.	Amount per inhabitant by census of 1900 for expense of temporary relief.
New York	New York	3,437,202	$43,239 84	$37 24	.01	$50,784 17	$46 29	.01	$52,264 00	$14 26	.01
Buffalo	Erie	352,387	48,101 32	6 34	.14	39,193 20	7 83	.11	36,737 43	8 15	.10
Rochester	Monroe	162,608	75,775 00	7 98	.47	‡ 44,751 49	4 97	.28	25,092 10	9 39	.15
Syracuse	Onondaga	108,374	29,829 21	9 76	.28	25,769 25	9 35	.24	26,298 88	11 03	.24
Albany	Albany	94,151	7,369 35	2 29	.08	8,024 85	2 48	.09	8,243 59	1 65	.09
Troy	Rensselaer	60,651	16,866 00	10 13	.28	18,800 00	10 88	.31	13,725 10	9 67	.23
Utica	Oneida	56,383	7,993 55	3 59	.14	8,665 00	4 21	.15	8,345 27	4 48	.15
Yonkers	Westchester	47,931	3,192 00	9 33	.07	5,649 20	9 91	.12	6,494 10	10 46	.14
Binghamton	Broome	39,647	16,865 43	12 88	.43	15,188 23	12 31	.38	13,638 58	19 91	.34
Elmira	Chemung	35,672	2,557 03	4 78	.07	2,787 16	5 43	.08	2,113 56	4 31	.06
Schenectady	Schenectady	31,682	7,000 00	29 91	.22	8,000 00	27 78	.25	4,900 00	30 25	.15
Auburn	Cayuga	30,345	16,607 13	10 21	.55	12,985 00	8 30	.42	14,358 54	8 97	.47
Newburgh	Orange	24,943	6,446 17	6 42	.26	7,050 80	8 88	.28	6,351 79	9 04	.25
Kingston	Ulster	24,535	6,975 83	2 54	.28	6,134 32	7 21	.25	†5,423 63	10 35	.22
Poughkeepsie	Dutchess	24,029	5,075 98	5 55	.21	4,481 89	5 22	.19	2,423 65	4 14	.10
Cohoes	Albany	23,910	3,336 94	27 13	.14	2,676 40	13 94	.11	3,499 25	16 74	.15
Jamestown	Chautauqua	22,892	11,034 32	22 16	.48	9,540 40	17 47	.42	6,591 19	12 39	.29
Oswego	Oswego	22,199	8,349 23	9 29	.38	7,736 80	9 59	.35	5,896 62	6 50	.27
Watertown	Jefferson	21,696	3,245 81	7 92	.15	1,774 81	5 62	.08	2,471 02	9 29	.11
Amsterdam	Montgomery	20,929	16,776 42	8 63	.80	12,218 00	7 55	.58	13,753 74	10 30	.66
Mount Vernon	Westchester	20,346	4,176 03	11 97	.21	1,156 65	4 74	.06	831 40	5 13	.04
Niagara Falls	Niagara	19,457	6,612 70	11 62	.34	§3,291 19	19 48	.17	6,041 46	23 78	.31
Gloversville	Fulton	18,349	4,873 34	9 59	.27	4,084 76	9 33	.22	3,692 92	10 61	.20
Lockport	Niagara	16,581	1,567 63	8 25	.09	1,116 26	9 15	.07	1,377 80	13 51	.08
Rome	Oneida	15,343	2,781 69	5 75	.18	3,161 00	2 81	.21	3,425 85	4 59	.22

New Rochelle	Westchester	14,720	1,798 00	5 41	.12	1,413 80	4 85	.10	1,767 40	8 33	.12
Middletown	Orange	14,522	2,865 58	6 76	.20	2,766 97	5 96	.19	2,844 28	7 26	.20
Watervliet	Albany	14,321	2,713 48	4 19	.20	1,601 33	2 40	.11	1,850 43	2 87	.13
Ithaca	Tompkins	13,136	3,015 49	12 11	.24	2,648 98	8 28	.20	2,835 40	9 18	.21
Ogdensburg	St. Lawrence	12,633	5,334 55	8 52	.42	4,995 61	9 53	.40	3,611 90	9 82	.31
Hornellsville	Steuben	11,918	3,881 92	36 24	.33	3,333 92	19 96	.28	4,838 92	32 26	.41
Dunkirk	Chautauqua	11,616	823 64	8 40	.07	723 11	4 26	.06	890 44	5 21	.08
Corning	Steuben	11,461	4,542 20	36 05	.41	3,133 08	16 94	.28	4,807 25	30 77	.39
Geneva	Ontario	10,433	6,120 35	21 94	.59	5,128 35	16 87	.49	3,902 71	9 73	.37
Little Falls	Herkimer	10,381	5,388 83	7 02	.57	4,740 70	5 61	.46	4,416 92	6 27	.43
Johnstown	Fulton	10,130	4,441 48	9 41	.44	3,871 68	11 39	.88	3,082 66	11 50	.30
Hudson	Columbia	9,528	2,714 16	6 30	.28	2,773 64	7 02	.29	2,217 20	4 45	.23
Olean	Cattaraugus	9,462	5,457 13	82 68	.58	4,321 91	28 81	.46	3,736 72	16 53	.39
North Tonawanda	Niagara	9,069	2,108 46	18 82	.23	1,839 02	43 73	.26	1,692 45	60 44	.18
Cortland	Cortland	9,014	1,441 19	16 95	.16	708 82	15 08	.07	1,311 62	20 49	.15
Plattsburgh*	Clinton	8,885	.....	.....	.....	3,805 76	26 61	.43	7,682 14	25 44	.87
Fulton *	Oswego	8,206	.....	.....	.....	550 00	3 67	.07	1,856 87	6 02	.23
Oneida	Madison	7,538	2,497 63	8 08	.33	1,077 61	2 20	.13	931 56	1 86	.12
Rensselaer	Rensselaer	7,466	1,306 25	35 30	.18	2,112 90	33 54	.28	3,513 89	52 45	.47
Total		4,936,276	$413,593 27	.....	.....	$356,453 02	.....	.....	$331,472 23	.....	.....

* Incorporated as cities since the census of 1900.
† In addition $5,300 appropriated to city hospital and indigent soldiers; number of persons thus relieved not designated.
‡ Exclusive of support in private institutions previously included.
§ Expenditures for eight months of the year.

REPORT ON THE AFFAIRS AND MANAGEMENT OF THE HOUSE OF REFUGE AT RANDALL'S ISLAND.

The Board at its meeting of October 14, 1903, received a request from Mr. Alexander E. Orr, President of the Board of Managers of the House of Refuge on Randall's Island, that an investigation be made into the affairs and management of that institution which had been made the subject of criticism in the public press. The matter was accordingly referred to the Committee on Reformatories, consisting of Commissioners Stewart, Smith and de Peyster, with instructions to make the investigation and to report thereon as soon as practicable. At the special meeting of the Board held on December 16th, 1903, the following report was presented by Commissioners Stewart and Smith, Commissioner de Peyster having been unable to serve, and unanimously adopted:

"In compliance with the instructions of the Board at its meeting of October 14th last, the undersigned Commissioners of the Board, members of the Standing Committee on Reformatories, have made an investigation into the affairs and management of the House of Refuge maintained on Randall's Island, New York city, by the Society for the Reformation of Juvenile Delinquents in the City of New York and herewith submit a preliminary report thereon. We regret that Commissioner de Peyster, the third member of the committee, was prevented by a recent bereavement from attending most of our sessions and from assisting in our inquiry.

This investigation was requested by Mr. Alexander E. Orr, President of the Board of Managers of the society named, in a letter dated September 26th last, in view of criticisms of the management of the House of Refuge which had appeared in the public press.

In conducting this inquiry the committee held twelve hearings, nine of them at the institution, three of them at the office of the chairman, during which testimony was taken from fifty-one persons, including the President and members of the Board of Managers, and officers, employes and inmates of the institution. The Fiscal Supervisor of State Charities was, by invitation of the committee, represented at each of the hearings and availed himself of the opportunity offered by the committee of suggesting questions and lines of inquiry.

During the course of the investigation your committee examined the buildings and grounds of the institution and inspected the inmates as to their clothing, cleanliness and physical condition. We also examined the dietary, were present at the meals, visited those in disciplinary confine-

ment, attended sessions of the scholastic and trade schools, and examined the records and the various methods of procedure in management. The institution on the first day of October last sheltered 931 inmates—812 boys and 119 girls.

The result of our investigation leads your committee to believe that the public interest will be best served by inviting immediate attention to three essential points. A detailed report will be submitted later.

First.—The anomalous condition of this institution in its relation to the State should be considered. The Society for the Reformation of Juvenile Delinquents in the City of New York is a private corporation organized under a law enacted in 1824. The House of Refuge, which it maintains mainly through State appropriations, is called by law a State institution. The site on Randall's Island occupied by the House of Refuge belongs to the city of New York, to which it will revert whenever the society discontinues its work on the island. Thus there is a well-defined and adverse triple interest in the ownership and control of the property.

Besides paying over ninety per cent. of the maintenance expenses of the institution, the State has expended more than half a million dollars for the erection of the buildings and the improvements on the island, but has no ownership in said property. The buildings are more than fifty years old and of barrack-like construction, now recognized as unsuitable for reformatory work. They provide for the care of the inmates by the congregate system.

The committee recommends that legislation be enacted whereby the House of Refuge shall be made a State institution, with managers appointed by the Governor and confirmed by the Senate, as in the case of other State charitable or reformatory institutions; that the institution be removed to a large site in the country convenient to the city of New York; that thereon a model training school be established for juvenile delinquents, and in part at least supported by its own products. Failing this, the State should establish a new State training school, and therein receive and care for such delinquent boys as are now sent to the House of Refuge.

It is undesirable for the State to make appropriations to a private corporation of this nature longer than is necessary. The present site, with its small acreage and obsolete structures, surrounded by the city, is unsuited for reformatory purposes. Under the conditions which exist at the House of Refuge it is impossible to classify the inmates except by size and age. This is manifestly improper, contrary to the elementary principles of character building, and prevents the accomplishment of the work intended by the State.

New York city and adjacent cities and towns contribute more than half the revenues of the State. They are therefore entitled to and should have the benefit of a modern institution for the reformation of their delinquent youth. Such an institution the State is now establishing in the western part of this State by the transfer of the State Industrial School at Rochester to a site in the country. This State institution, now located in the city of Rochester, receives the same class of delinquent boys and girls from the western counties of the State as are now committed from the eastern counties to the House of Refuge on Randall's Island. Its buildings, erected many years ago, now stand surrounded by walls on a city site of 39 acres.

The State has purchased this year a beautiful tract of 1,400 acres in the Genesee valley a few miles south of Rochester, and steps are being taken to remove the institution to this site, whereupon the city property will be sold.

If by agreement between the city, the State and the society, the House of Refuge should be removed to a site in the country, the valuable property of 36 acres on Randall's Island—conservatively estimated to be worth $2,000,000—would be released to the city of New York. It is reasonable to expect that, in view of the benefits to be gained by such removal, the city of New York would make a substantial payment to the State for the surrender of the property. The work of the institution (the reformation of the juvenile delinquent) is designed to withdraw from the criminal class large numbers of boys and girls and to make them intelligent, self-supporting citizens. The results are a substantial gain. The reentry upon so large and valuable a tract of land, now practically alienated from the city forever, is another substantial gain for which compensation seems reasonable. Should such a satisfactory arrangement be made, the old buildings now on the site could be razed. They are not adapted for charitable or reformatory use. Many would be pleased to see the site turned over to the Park Department for conversion into an island park. We cannot imagine a better purpose in which the State, the city and the managers of the institution can unite than to thus provide for the delinquent boys of eastern New York the benefits of a model reformatory institution, and for the people of the city another much needed public breathing space.

Second.—Experience in reformatory management has shown that delinquent girls are out of place in an institution to which delinquent boys are also committed. It is now well recognized that the presence of the two sexes is detrimental to the morals of both and complicates the problems of management. We recognize the efforts of the managers to mitigate these conditions by having an auxiliary board of ladies who are specially charged with the care of the girls and who are conscientiously and intelligently performing their duties.

The committee therefore recommends the passage of an act prohibiting the further commitment of girls to the institution.

Third.—The investigation has, in the opinion of your committee, clearly established the fact that in recent years insufficient appropriations have been made by the Legislature for the proper maintenance of the institution and the comfort of the inmates. We find that at times during the past year the allowances for food, clothing and general household supplies have been insufficient. The dietary lacked variety, and many kinds of food essential to the proper development of growing boys and girls were either absent altogether or were provided in such small quantities as to make it impossible for them to be given to the inmates. The clothing has been and still is shabby and insufficient and not such as to foster the feeling of self-respect in the wearers.

The expenditures of the institution for food during the fiscal year ending September 30, 1903, amounted to $39,818.99. With over 1,000 employes and inmates, the per capita expense per meal was but three and seven-tenths cents. It is conceded that the employes, who can leave the institution if they are not satisfied, were much better fed than the inmates,

which makes it probable that the cost per meal for the latter did not exceed three and one-third cents. When these figures are considered the reason for the lack of quantity and variety in the food supply is at once apparent.

During the same year there was expended for clothing the sum of $10,405.80. Divided among 877 inmates, the yearly average number, this shows an annual per capita expenditure of $11.86, or less than a dollar a month for clothing. When it is considered that outer garments, underwear, nightwear, shirts, socks, furnishings, shoes and caps were supplied from this expenditure, it will be readily seen that such an amount is insufficient for the purpose. But another fact must be borne in mind. In addition to the 877 boys and girls who were clothed from the allowance of $10,405.80, the institution was required to provide new clothing for 519 boys and girls paroled or discharged during the year, thus making a total of 1,396 clothed for that amount. The average sum spent for each one was therefore less than eight dollars. The State requires the counties to pay $30 a year for the clothing of patients in some of the State institutions, and in the opinion of your committee this sum is necessary for the proper clothing of the boys and girls committed to the House of Refuge.

The inquiries of your committee as to the reason for the deficiency in supplies were answered by the statement that the meagreness of the appropriation made it necessary to omit from the monthly estimate everything which would make the estimates exceed the monthly pro rata allowances. These allowances are made by the Fiscal Supervisor, who also may suspend, reduce or disapprove items. In exactly what proportion these conditions have been due to the urging of economy by the Fiscal Supervisor on the one hand, or the failure of the Board of Managers to insist upon securing needed allowances on the other, it is difficult to state. Nor do we think that any attempt to determine this question would serve any useful purpose.

Your committee recommends that the appropriation to the House of Refuge for the next fiscal year be placed at $185,000, which, with the appropriation of $12,000 from the city of New York towards maintaining the schools of the institution, will permit of a more reasonable per capita expenditure. The maintenance appropriation from the State for the last fiscal year was only $148,500 and $12,000 from the city of New York. In order to provide for the immediate needs of the institution a deficiency appropriation of $35,000 should be made.

The investigation of your committee has disclosed many evidences of unduly economical administration, but not of serious suffering or hardship to any of the inmates. Their health has been and is now good. There have been no epidemics and only sixteen deaths in the last five years, a mortality so low as to testify to good care. The discipline has improved in recent years notwithstanding the abandonment of corporal punishment.

The Society for the Reformation of Juvenile Delinquents in the City of New York, under which corporate title the managers conduct the institution, now comprises only the present and the former members of the Board of Managers. The board is a self-perpetuating body of thirty. While your committee does not believe that so large a board is necessary or desirable for an institution of this kind, it nevertheless finds that many of the members of the board give earnest and disinterested service to the management

of the institution and are entitled to the commendation of the public. Upon them now devolves the great responsibility of the care and education of 900 children, and they should receive from the State ample means to carry on this work in a manner which will assure them all the opportunities for improvement possible in the institution.

Your committee finds that the site, plant and equipment of the House of Refuge are entirely inadequate for modern reformatory work; that there is urgent need for a model reformatory for the delinquent boys of New York city and the eastern counties of the State. Also that Randall's Island does not afford an adequate site for this. Your committee therefore recommends that steps be taken for the removal of the institution to a suitable country site and its reorganization upon modern lines without delay."

THE ULSTER COUNTY ALMSHOUSE.

Improper conditions at the Ulster County Almshouse have demanded a large amount of attention from the Board during the past year. Other counties have been improving their almshouse plants and the administration of such institutions, but Ulster county has gone backward.

While in some important particulars conditions at this almshouse have never been good under the present county superintendent of the poor, there has been more recently an apparent deterioration, especially in the financial management of the institution that has called for special action.

Some of the more important of the evils reported by the Board's inspectors during the past few years, without practical remedy, have included such charges as overcrowding both sexes in one building, where some of the inmates occupied the cellar, while the superintendent of the poor and the keeper of the almshouse occupied an unnecessary large amount of space for residential purposes in a second almshouse building formerly used for the care of the insane. It was also shown that while both sexes were housed in one building, with insufficient oversight especially at night, there was abundant spare room in the other to provide for the women, thus making possible the very desirable separation

of the sexes, particularly where some of the women are feeble-minded.

The hospital accommodations have always been inadequate and unsatisfactory, and the employment of a male inmate nurse to administer medicine to the sick women has frequently been objected to by this Board without securing improvement.

The names of inmates have repeatedly been placed on the pay-roll of the institution by the superintendent, but upon being questioned, they in several instances denied receiving any pay for their services, and in others asserted that the moneys received were less than claimed to have been paid by the superintendent.

Owing to insufficient laundry facilities, the bed clothing and the clothing of the inmates were not kept sufficiently clean.

The discipline of the institution under the present superintendent has invariably been poor, and it appears by recent testimony that the superintendent of the poor and the keeper of the almshouse have administered severe corporal punishment to a feeble-minded woman inmate of the institution, in their inexperience thinking that this would correct her unfortunate propensities.

Contrary to law, the inmates have been allowed the use of intoxicating liquors with the usual bad results. The example of the superintendent himself has been most pernicious.

That little respect was paid to the dead is evidenced by the fact that they were buried in grounds where the hogs of the institution were allowed to roam.

These abuses, together with many other minor ones, were from time to time reported to the Board and were regularly brought to the attention of the chairman of the board of supervisors of Ulster county, as well as to the attention of the county super-

intendent of the poor. Promises of reform along the lines suggested by the Board were freely made but never kept.

In view of the continuance of these conditions, Commissioner Simon W. Rosendale, from the third judicial district, on March 18, 1903, paid a special formal visit to the Ulster County Almshouse, and in the presence of the county superintendent of the poor, Abram Sammons, the keeper of the almshouse, Jacob S. Longyear; the chairman of the board of supervisors, Philip Schantz, and Supervisor Joseph A. Costello, a member of the committee of the board having jurisdiction of the almshouse, held an examination which was reported by the Board's stenographer.

The Commissioner in his report to this Board, submitted April 8, 1903, called particular attention to the lack of discipline in the institution and the failure to administer it in accordance with modern methods. Also to the want of proper supervision exercised over the inmates, particularly the old, feeble and helpless women, who were left alone at night without the oversight of any paid official.

The most serious criticism made by the Commissioner was with respect to the absence of any proper books of account at the institution. From the books and vouchers produced it seemed impossible to ascertain the true financial condition of the almshouse in its relation to Ulster county, and the looseness of method of expending public moneys was reported by the Commissioner as showing a condition of affairs which required immediate attention.

In conclusion, Commissioner Rosendale pointed out that the county was paying an excessive sum for maintaining its almshouse, and suggested that an investigation by the supervisors would demonstrate that the methods of administration and the

It was shown that in Ulster county, with the advantage of an excellent farm of 200 acres, the cost of maintenance was largely in excess of other almshouses of greater capacity and less acreage. A table of statistics supporting this statement was appended to the report.

The Commissioner reported that before his examination was completed the supervisors who were present conceded that a radical change for the benefit of the county was important and that the accounts of the superintendent should be audited as often as once a month. They also agreed that a better classification and more oversight of the inmates were necessary, that the practice of sleeping in the cellars should be discontinued and that a steam laundry should be provided to insure cleanliness.

The report of Commissioner Rosendale was adopted by this Board at its meeting of April 8, 1903, and a copy transmitted to Philip Schantz, chairman of the board of supervisors of Ulster county, and to Abram Sammons, county superintendent of the poor.

Because of fresh charges, some of them seriously affecting the financial management of the almshouse, a report with relation thereto was on September 28, 1903, transmitted by the President of the board to Hon. Charles F. Cantine, district attorney of Ulster county, and also to Philip Schantz, chairman of the board of supervisors, with a request for their consideration and attention.

Owing to some criticisms of his management of the almshouse, which appeared in the public press, the county superintendent of the poor on November 10, 1903, sent a written request to the board of supervisors of Ulster county that his administration of the affairs of the almshouse be investigated. The board of super-

visors accordingly referred the request to the committee on accounts of the superintendent of the poor, consisting of supervisors Simon B. Van Wagonen, chairman, Eldorus Dayton and W. Kelly Shook, with instructions to make the examination requested by the superintendent.

The State Board of Charities having received an invitation from the board of supervisors to be represented and to furnish evidence at the hearing, the Attorney-General designated John F. Cloonan, Esq., of Kingston, as special counsel, to afford such legal assistance as the Board might require in the proceedings.

The committee commenced the hearing on November 30, 1903, and continued, with the interruptions commonly incident to investigations of this nature, until December 30th following. A large volume of testimony was taken and has been transcribed by the stenographer. This testimony so fully substantiated all that the Board's Commissioner and inspectors had reported that the committee on accounts of the superintendent of the poor made a preliminary report to the retiring board of supervisors recommending that the county superintendent of the poor be restrained from making any sales of almshouse produce or property except hides, horns and tallow; that he be required to keep accurate books of account; that he be required to submit verified vouchers for all disbursements in excess of $5; that in his annual report he be required to give a full and detailed account of all moneys by him received and expended, with the names of persons to whom paid, and the date of the expenditure; that he present in his annual report a statement giving the names of the inmates on November 1st, with other details respecting them; that he also give in such report a list of all persons employed by him during the year, with the amount of their compensation.

The committee also reported that in its opinion wages had often been paid to inmates of the almshouse when the service should have been required without compensation. Also that persons had been received as inmates without proper commitment.

The committee further recommended that the female inmates be removed to the other buildings, and that the remains of former inmates buried in the old graveyard, where the hogs were allowed to roam, be removed to the new graveyard.

The recommendations of the committee were adopted and the superintendent was instructed to be guided by them in the future performance of his duty.

The information brought out at the hearings of the committee not only fully sustained and corroborated the statements contained in the Board's reports of inspection, but showed even worse conditions in the management of the county almshouse. For example, it appeared that all the vouchers of the county superintendent of the poor for the years 1898, 1899, 1900 and 1902 had been removed from the office of the board of supervisors and could not be found. This abstraction of vouchers is a serious and flagrant breach of law, as it paves the way for the concealment of all sorts of financial irregularities. For the punishment of this offense the Penal Code makes adequate provision in the following section:

"Section 94. A person who, wilfully, and unlawfully removes, mutilates, destroys, conceals or obliterates a record, map, book, paper, document or other thing filed or deposited in a public office or with any public officer by authority of law, is punishable by imprisonment for not more than five years, or by a fine of not more than five hundred dollars or both."

It was also shown that the superintendent of the poor deposited

the county moneys appropriated for the maintenance of the almshouse in the Huguenot National Bank at New Paltz and that he drew largely on this account for personal purposes. This deficit was sought to be accounted for by highly improper items of account and vouchers. Contrary to the provisions of the County Law, unverified vouchers were presented, which seems to have been the custom in Ulster county.

The keeper of the almshouse, Jacob S. Longyear, testified that he had signed a voucher for his salary for the year in the sum of $500, although he had received but $45 and that $455 was still due to him. He also testified that this amount was considered to have been loaned by him to the superintendent. This particular $500 had been drawn by the superintendent of the poor from the treasurer of Ulster county to pay the salary of the keeper, but the superintendent used the money for other purposes, and then secured the voucher from the keeper in order to account to the board of supervisors for this misuse of funds appropriated by them and paid to him for the specific purpose of paying the keeper's salary.

One inmate of the almshouse who had been on the payroll as cook at $180 a year testified that she had never received any pay for her services. Another inmate testified that he was required to sign vouchers aggregating $437.50 for carpentering work at the almshouse, for which he received but $43.42.

Among other admissions of the superintendent, was one to the effect that he had taken $400 which had come into the possession of one of the inmates of the almshouse, which sum, according to law, should have been paid into the county treasury.

In view of the abstraction of the almshouse vouchers and the foregoing and other financial irregularities and unlawful pro-

ceedings which developed at the hearing of the committee of the board of supervisors, the State Board of Charities at its meeting of December 16, 1903, adopted the following resolution:

"Resolved, That the attention of Hon. Charles F. Cantine, district attorney of Ulster county, be called to the testimony taken before the committee of the board of supervisors (at whose inquiry this Board is represented by special counsel assigned by the Attorney-General) affecting the financial administration and the destruction or concealment of the vouchers of Abram Sammons, county superintendent of the poor of Ulster county, and that he be requested to bring the same to the attention of the grand jury."

At the time of the adoption of this report the Board is not advised of the filing of the final report of the committee of the board of supervisors.

NEED OF FURTHER PROVISION BY THE STATE FOR THE CARE OF THE FEEBLE-MINDED, THE IDIOTIC AND THE EPILEPTIC.

The pressing need which exists for the extension by the State of the provision it has already in part made for the care of the feeble-minded, the idiotic and the epileptic, has been brought to the attention of the Legislature in the reports of this Board for several years past. In its reports to the Legislatures of 1902 and 1903, the Board pointed out that the State had undertaken as a matter of public policy to care for these classes in separate institutions, as was shown by the following facts:

1. The establishment, in 1851, of the Syracuse State Institution for Feeble-Minded Children, intended for the education and training of children of this class. It now has a population of 546.

2. The establishment, in 1878, of the State Custodial Asylum for Feeble-Minded Women at Newark. This institution is designed to receive and protect feeble-minded women of the child-bearing age. There are now 515 inmates at the asylum.

3. The establishment, in 1893, of the Rome State Custodial Asylum, which is intended to provide for the less teachable class of idiots. The population now numbers 653.

4. The establishment, in 1894, at Sonyea of the Craig Colony for Epileptics who are not insane. The colony has now 834 patients.

5. The enactment of the following provision of the Poor Law, chapter 225 of the Laws of 1896: "Section 6. Idiots and lunatics.—The superintendents of the poor shall provide for the support of poor persons that may be idiotic or lunatics, at other places than in the almshouse, in such manner as shall be provided by law for the care, support and maintenance of such poor persons."

6. The enactment of the following provisions of the Penal Code: "Section 377. Unlawful confinement of idiots, insane persons, etc.—A person who confines an idiot, lunatic or insane person, in any other manner or in any other place than as authorized by law * * * * * is guilty of a misdemeanor."

Thus far, the State has provided but partially for the care of the feeble-minded, the idiotic and the epileptic, as may be seen by a consideration of the following facts:

Feeble-minded Children.

1. There are now a large number of feeble-minded children in various private institutions for children, where they are being supported at public expense. Many such cases have been found by the Board's inspectors. Such children are out of place with

those of normal minds, and should have the benefit of training in the Syracuse State Institution for Feeble-Minded Children. Besides these, a considerable number of the same class are forced to remain in the county, city and town almshouses, owing to the lack of room for them at Syracuse.

To make room for these children in the Syracuse institution, the adult inmates, about 133 in number (55 men and 78 women), should be provided for elsewhere, the men at the Rome Asylum and the women at the Newark Asylum. The authorities at Rome are willing to receive the men from Syracuse, and are doing so as rapidly as practicable.

Feeble-minded Women.

2. In county, city and town almshouses, as well as in other institutions where they are supported at public expense, and also in family homes, there are many feeble-minded women of child-bearing age, who should be provided for at the Newark Asylum. This should be done in order that the women may have the protection they need, and that the various localities of the State may be saved the expense of providing for them and their illegitimate, and frequently degenerate, offspring. Such women cannot be cared for properly in almshouses, and their continued presence in such institutions is at times a source of scandal. They should be cared for by those of their own sex in a custodial institution such as that at Newark. The reports to the Board for the fiscal year ending September 30, 1903, indicate this number, in the almshouses alone, to be more than 200.

Idiots.

3. There are also in the county, city and town almshouses, where they are a disturbing element, unsuitably cared for, many

unteachable male idiots, and women above the child-bearing age, who should be removed to the Rome State Custodial Asylum. For nearly half a century, in this and other States, public opinion has demanded that the almshouses be made simply refuges and infirmaries for the aged and infirm poor. The reports to the Board for the fiscal year ending September 30, 1903, indicate that the number of these cases is nearly 800.

Epileptics.

4. According to the latest reports received from the superintendents of the poor, there are now about 800 dependent epileptics, of which number nearly 300 are in county, city and town almshouses, awaiting admission to Craig Colony. No almshouse in this State is properly equipped for the care of epileptics. They should all be provided for in the Colony. This will necessitate its enlargement. The State Board of Charities continues to receive petitions and appeals for assistance from the friends of these unfortunate dependents. The public officials in the various counties ask that their counties be relieved of the burden of support, and charitable societies and individuals interested in the welfare of the unfortunate beg that something may be done to carry out more fully the purpose of the State to secure to these dependents of the State such humane, scientific, educational and curative treatment as they need.

That it is in the interest of economy to provide for these classes in State institutions will at once be apparent when it is understood that during the past five years the several counties, cities and towns of the State paid over $200,000 for their care in private institutions at about twice the average cost per patient that they can be suitably maintained for in the State institutions.

STATE INSTITUTIONS.

Fourteen of the State's charitable institutions are subject to the visitation and inspection of the Board.

These, named in the order in which they were established, are as follows: State Industrial School, Rochester, 1846; Syracuse State Institution for Feeble-Minded Children, Syracuse, 1851; New York State School for the Blind, Batavia, 1865; Thomas Asylum for Orphan and Destitute Indian Children, Iroquois, incorporated in 1855 as a private institution, and by chapter 162 of the Laws of 1875 reorganized and established as a State institution; State Custodial Asylum for Feeble-Minded Women, Newark, established as a branch of the Syracuse State Institution for Feeble-Minded Children in 1878, and incorporated separately by chapter 281 of the Laws of 1885; New York State Soldiers and Sailors' Home, Bath, 1878; House of Refuge for Women, Hudson, 1881; Western House of Refuge, Albion, 1890; New York State Reformatory for Women, Bedford, 1892; Rome State Custodial Asylum, Rome, 1893; Craig Colony, Sonyea, 1894; New York State Woman's Relief Corps Home, Oxford, 1894; New York State Hospital for the Care of Crippled and Deformed Children, Tarrytown, 1900; New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, 1900 (not yet open).

The receipts of these institutions for the fiscal year ending September 30, 1903, including balance on hand at the beginning of the year ($109,191.80), amounted to $1,385,419.85. Their expenditures aggregated $1,338,968.79; $1,034,238.43 being for maintenance; $275,518.17 for improvements; while $29,212.19 was returned to the State Treasurer pursuant to the provisions of the law. The number of their beneficiaries was 8,663.

During the year all the State institutions under the jurisdiction of the Board were visited and inspected by the several committees of the Board respectively charged with their oversight. They were also, together with the private institutions receiving State appropriations, regularly visited and inspected by the Board's Inspector of State Charitable Institutions.

PRIVATE INSTITUTIONS RECEIVING STATE APPROPRIATIONS.

The following named schools and institutions, ten in number, under private management but mainly supported by State appropriations, are also subject to the Board's visitation and inspection: New York Institution for the Instruction of the Deaf and Dumb, New York, 1817; Society for the Reformation of Juvenile Delinquents in the City of New York (commonly called the House of Refuge), New York, 1824; New York Institution for the Blind, New York, 1831; Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo, 1853; Institution for the Improved Instruction of Deaf-Mutes, New York, 1869; St. Joseph's Institute for the Improved Instruction of Deaf-Mutes, Westchester, with branches at Brooklyn and Fordham, 1875; Central New York Institution for Deaf-Mutes, Rome, 1875; Western New York Institution for Deaf-Mutes, Rochester, 1876; Northern New York Institution for Deaf-Mutes, Malone, 1884; Albany Home School for the Oral Instruction of the Deaf, Albany, 1891.

The receipts of these institutions for the fiscal year ending September 30, 1903, were from cash on hand, $148,797.98; from public sources, $661,746.64; from private sources, $922,564.58 (including $708,035 for sale of land); total receipts, $1,733,109.20. Their expenditures aggregated $1,565,753.15 (including $708,035 for investment). The total number of their beneficiaries was 3,40

SUMMARY OF RECOMMENDATIONS FOR LEGISLATION.

The Board desires to renew the following recommendations for legislation:

1. That all the special appropriations to enlarge or improve the State institutions within the jurisdiction of the Board, be included in one bill, with such provisions as will insure in every instance the most careful and economical expenditure of the moneys appropriated, in exact accordance with the intentions of the Legislature.

2. That the House of Refuge on Randall's Island be reorganized as a State institution with managers appointed by the Governor and confirmed by the Senate, and that it be removed to a country site as soon as possible.

3. That the girls' departments of the State Industrial School at Rochester and the House of Refuge on Randall's Island, be discontinued, the older girls being sent thereafter to the State reformatories for women and girls, and the younger ones to private institutions, until the State has a suitable institution of its own for this purpose.

4. That the State Custodial Asylum for Feeble-Minded Women at Newark, and the Rome State Custodial Asylum at Rome be enlarged so as to enable them to receive all the feeble-minded and idiotic persons now retained in almshouses contrary to the provisions of the Poor Law and the Penal Code, or provided for in private institutions at greatly enlarged cost to the various counties, cities and towns of the State.

APPROPRIATIONS MADE IN 1903 AND RECOMMENDED FOR 1904.

The following table shows the amounts appropriated for maintenance and for extraordinary expenses and reappropriations,

respectively, by the Legislature of 1903 to the various State institutions subject to the Board's visitation and inspection, the amounts recommended by the Board for appropriations to such institutions by the Legislature of 1904, and the pages of this report wherein the condition and needs of the institutions are specifically set forth. These recommendations were agreed upon after careful inquiry had been made with relation to the needs of the various institutions, and examinations made upon the ground, and, when necessary, correspondence with the State Architect.

NAME AND LOCATION OF INSTITUTION.	New Appropriations for 1903.		Reappropriations in 1903 for extraordinary expenses.	Total appropriations available for 1903.	Appropriations Recommended for 1904.			Page.
	Maintenance.	Extraordinary expenses.			Maintenance.	Extraordinary expenses.	Total.	
State Industrial School, Rochester	*$178,500 00	$127,347 21	.....	$305,847 21	$185,000 00	$211,000 00	$396,000 00	43- 49
House of Refuge for Women, Hudson	60,000 00	18,000 00	$4,117 69	82,117 69	66,000 00	9,250 00	75,250 00	49- 53
Western House of Refuge, Albion	35,000 00	1,600 00	1,800 00	38,400 00	35,000 00	71,000 00	106,000 00	53- 58
New York State Reformatory for Women, Bedford	*55,000 00	.....	1,652 58	56,652 58	55,000 00	72,250 00	127,250 00	59- 63
Society for the Reformation of Juvenile Delinquents in the City of New York	148,750 00	11,500 00	2,228 70	162,478 70	†220,000 00	10,000 00	230,000 00	63- 75
Syracuse State Institution for Feeble-Minded Children	92,000 00	3,700 00	4,990 81	100,690 81	84,000 00	13,000 00	97,000 00	75- 80
State Custodial Asylum for Feeble-Minded Women, Newark	62,000 00	9,600 00	14,637 21	86,237 21	65,000 00	82,500 00	147,500 00	80- 87
Rome State Custodial Asylum	*103,700 00	12,950 00	13,770 15	130,420 15	103,000 00	173,150 00	276,150 00	88- 97
Craig Colony, Sonyea	155,000 00	59,600 00	2,873 90	217,473 90	160,000 00	156,600 00	316,600 00	97-105
New York State Soldiers and Sailors' Home, Bath	235,000 00	16,430 00	16,329 71	267,759 71	‡250,000 00	59,725 00	309,725 00	106-113
New York State Woman's Relief Corps Home, Oxford	28,000 00	12,235 00	1,611 14	41,846 14	30,000 00	11,950 00	41,950 00	113-118
Thomas Asylum for Orphan and Destitute Indian Children, Iroquois	*26,000 00	8,651 55	12,915 99	47,567 54	30,000 00	51,500 00	81,500 00	118-123
New York State School for the Blind, Batavia	38,000 00	4,000 00	1,399 51	43,399 51	40,000 00	46,900 00	86,900 00	123-128
New York State Hospital for the Care of Crippled and Deformed Children, Tarrytown	12,000 00	50,000 00	2,230 83	64,230 83	13,500 00	5,000 00	17,500 00	128-131
New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook	12,000 00	115,000 00	91,066 85	218,066 85	25,000 00	.....	25,000 00	131-133
Totals	$1,240,950 00	$450,643 76	$171,625 07	$1,863,218 83	$1,360,500 00	$973,825 00	$2,334,325 00	

*Additional appropriations for deficiency for the fiscal year ending September 30, 1903, were made as follows: State Industrial School, $6,000; New York State Reformatory for Women, $5,000; Rome State Custodial School, $9,000; Thomas Asylum for Orphan and Destitute Indian Children, $1,500. † Including deficiency appropriation of $35,000 for year ending September 30, 1904. ‡ The National Government pays $100 a year toward the support of each member of the Home, thereby refunding to the State a large amount of the maintenance appropriation.

CLASSIFIED ORDINARY EXPENDITURES OF THE STATE INSTITUTIONS, SUBJECT TO THE VISITATION AND INSPECTION OF THE STATE BOARD OF CHARITIES, FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1903.

	State Industrial School, Rochester.	House of Refuge for Women, Hudson.	Western House of Refuge for Women, Albion.	New York State Reformatory for Women, Bedford.	New York House of Refuge (of the Society for the Reformation of Juvenile Delinquents in the City of New York), Randall's Island.††	Syracuse State Institution for Feeble-Minded Children, Syracuse.	State Custodial Asylum for Feeble-Minded Women, Newark.	Rome State Custodial Asylum, Rome.
Average number of inmates	881	210	128	187	877	516	491	622
Total ordinary expenditures (exclusive of remittance to State Treasurer)	$185,597 67	$61,613 04	$34,401 21	$43,575 59	$164,178 19	$93,420 56	$57,908 15	‡$88,661 00
Average annual cost of support	210 66	293 40	268 75	233 02	187 20	181 05	117 94	142 54
Average weekly cost of support	4 04	5 65	*5 15	4 47	3 60	3 47	2 26	2 74
Expended for salaries of officers, wages and labor	81,764 62	26,566 97	14,669 72	19,746 21	74,672 93	38,439 60	25,077 93	37,126 08
Average annual per capita expenditure for salaries, wages and labor	92 81	126 51	114 61	105 60	85 15	74 50	51 07	59 69
Expended for provisions	37,612 58	10,953 83	5,473 37	9,480 98	39,818 99	21,936 55	15,227 02	21,066 03
Average annual per capita expenditure for provisions	42 69	52 16	42 76	50 70	45 40	42 51	31 01	33 87
Expended for household stores	2,919 15	1,885 92	732 13	1,971 69	4,176 15	3,523 43	2,565 48	2,519 35
Average annual per capita expenditure for household stores	3 31	8 98	5 72	10 54	4 76	6 83	5 22	4 05
Expended for clothing	10,910 95	2,416 13	1,113 86	2,135 19	10,405 80	7,057 69	2,301 00	5,889 21
Average annual per capita expenditure for clothing	12 39	11 51	8 70	11 42	11 86	13 68	4 70	9 47
Expended for fuel and light	26,623 59	12,914 75	7,028 90	6,341 96	20,246 72	12,104 59	6,390 08	14,349 43
Average annual per capita expenditure for fuel and light	30 22	61 50	54 91	33 91	23 09	23 46	13 01	23 07
Expended for hospital and medical supplies	2,087 96	416 31	196 11	361 20	816 70	680 12	773 63	325 34
Average annual per capita expenditure for hospital and medical supplies	2 37	1 98	1 53	1 93	93	1 32	1 58	52
Expended for transportation and traveling expenses	2,731 40	1,631 37	591 05	503 49	516 13	90 81	.....	.....
Average annual per capita expenditure for transportation and traveling expenses	3 10	7 77	4 62	2 69	59	18	.....	.....
Expended for shop, farm and garden supplies	10,417 46	1,242 23	1,252 33	576 72	3,738 61	5,341 55	2,150 39	4,479 90
Average annual per capita expenditure for shop, farm and garden supplies	11 82	5 94	9 78	3 08	4 26	10 35	4 38	7 20
Expended for ordinary repairs	2,179 15	811 48	.....	1,161 36	1,326 21	965 45	269 57	545 44
Average annual per capita expenditure for ordinary repairs	2 47	3 86	.....	6 21	1 51	1 87	55	88
Expended for expenses of trustees or managers	612 44	352 47	509 51	148 55	†229 34	89 86	†377 05	456 04
Average annual per capita expenditure for expenses of trustees or managers	70	1 68	3 98	80	26	17	77	73
Expended for all other ordinary expenses	7,738 37	2,421 58	2,834 23	1,148 24	8,230 61	3,190 91	2,776 00	1,904 18
Average annual per capita expenditure for all other ordinary expenses	8 78	11 53	22 14	6 14	9 39	6 18	5 65	3 06

*Includes the value of home and farm products consumed. †Includes expenses of officers. ‡Exclusive of $100.23 for overdraft the previous year.
†† Under private management, but supported by State appropriations.

CLASSIFIED ORDINARY EXPENDITURES OF THE STATE INSTITUTIONS, SUBJECT TO THE VISITATION AND INSPECTION OF THE STATE BOARD OF CHARITIES, FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1908.—(Concluded).

	Craig Colony, Sonyea.	New York State Soldiers' and Sailors' Home, Bath.	New York State Woman's Relief Corps Home, Oxford.	Thomas Asylum for Orphan and Destitute Indian Children, Iroquois.	New York State School for the Blind, Batavia.	New York State Hospital for the care of Crippled and Deformed Children, Tarrytown.	Totals and Averages.
Average number of inmates	825	1,685	141	146	118	25	§ 489
Total ordinary expenditures (exclusive of remittance to State Treasurer)	$140,484 44	$234,052 30	$26,380 08	$25,741 18	$40 202 34	$11,341 29	**$1,197,527 04
Average annual cost of support	170 28	132 97	186 88	176 31	340 70	453 64	§ 221 10
Average weekly cost of support	3 28	2 55	3 60	3 40	6 57	8 63	§ 4 25
Expended for salaries of officers, wages and labor	58,160 09	70,871 34	9,316 50	12,999 90	23,818 71	4,065 89	**497,296 49
Average annual per capita expenditure for salaries, wages and labor	70 50	42 06	66 07	89 04	201 85	162 63	§ 95 86
Expended for provisions	35,992 15	83,743 55	6,156 09	3,233 55	7,187 18	2,363 33	**300,245 20
Average annual per capita expenditure for provisions	43 63	49 70	43 66	22 15	60 91	94 53	§ 46 83
Expended for household stores	4,614 25	4,804 45	638 67	928 11	805 36	347 90	**32,432 04
Average annual per capita expenditure for household stores	5 59	2 85	4 53	6 36	6 83	13 92	§ 6 39
Expended for clothing	6,642 33	15,724 00	844 43	1,220 40	723 76	94 39	**67,489 14
Average annual per capita expenditure for clothing	8 05	9 33	5 99	8 43	6 13	3 77	§ 8 96
Expended for fuel and light	22,219 00	29,859 96	5,504 35	3,754 34	4,174 12	553 71	**172,065 50
Average annual per capita expenditure for fuel and light	26 93	17 72	39 04	25 71	35 38	22 15	§ 30 72
Expended for hospital and medical supplies	1,561 78	4,257 65	652 13	73 98	212 59	1,013 63	**13,429 12
Average annual per capita expenditure for hospital and medical supplies	1 89	2 53	4 62	50	1 80	40 54	§ 4 58
Expended for transportation and traveling expenses	170 21	562 72	.....	42 62	172 70	.....	**7,012 55
Average annual per capita expenditure for transportation and traveling expenses	21	33	.....	29	1 46	.....	§ 1 52
Expended for shop, farm and garden supplies	5,376 62	5,821 80	1,677 30	1,888 86	1,278 83	13 44	**45,256 04
Average annual per capita expenditure for shop, farm and garden supplies	6 52	3 46	11 90	12 94	10 84	54	§ 7 36
Expended for ordinary repairs	1,313 87	1,030 56	96 41	153 01	131 35	38 81	**10,022 67
Average annual per capita expenditure for ordinary repairs	1 59	61	68	1 05	1 11	1 55	§ 1 71
Expended for expenses of trustees or managers	1,438 91	615 29	757 94	332 33	336 48	605 40	**6,861 61
Average annual per capita expenditure for expenses of trustees or managers	1 74	37	5 38	2 28	2 85	24 22	§ 3 28
Expended for all other ordinary expenses	2,995 23	6,760 98	706 26	1,104 08	1,361 26	2,244 79	**45,416 72
Average annual per capita expenditure for all other ordinary expenses	3 63	4 01	5 01	7 56	11 54	89 79	§ 13 89

§ Average for fourteen institutions.
**Total expenditures for fourteen institutions.

Table showing the number of inmates in the State institutions subject to the visitation and inspection of the State Board of Charities, October 1, 1903, arranged with reference to the representation from the several counties of the State.

COUNTIES.	State Industrial School, Rochester.	House of Refuge for Women, Hudson.	Western House of Refuge for Women, Albion.	New York State Reformatory for Women, Bedford.	New York House of Refuge (of the Society for the Reformation of Juvenile Delinquents in the City of New York), Randall's Island.§	Syracuse State Institution for Feeble-Minded Children, Syracuse.	State Custodial Asylum for Feeble-Minded Women, Newark.	Rome State Custodial Asylum, Rome.	Craig Colony, Sonyea.	New York State Soldiers and Sailors' Home, Bath.	New York State Woman's Relief Corps Home, Oxford.	Thomas Asylum for Orphan and Destitute Indian Children, Iroquois.	New York State School for the Blind, Batavia.	New York State Hospital for the Care of Crippled and Deformed Children, Tarrytown.	Total.
Albany	30	1	....	....	3	20	12	15	18	92	3	....	6	....	200
Allegany	9	....	....	....	....	7	5	3	15	19	....	....	2	....	60
Broome	18	1	12	....	....	6	4	6	5	20	2	....	4	....	78
Cattaraugus	10	....	5	....	....	3	5	4	6	21	....	‖ 86	2	....	112
Cayuga	17	....	6	....	....	5	8	5	11	24	4	....	....	1	81
Chautauqua	16	....	3	....	....	5	7	8	7	15	....	....	3	1	65
Chemung	19	1	5	....	....	17	10	5	7	58	2	....	2	1	127
Chenango	4	....	3	....	....	3	5	3	4	4	1	....	1	....	28
Clinton	7	3	....	....	....	5	3	5	2	1	....	....	....	....	26
Columbia	15	7	....	....	3	11	9	8	4	8	....	....	1	....	66
Cortland	6	....	....	....	....	2	2	2	5	5	3	....	1	....	26
Delaware	4	....	....	....	....	4	4	3	4	5	....	....	....	....	24
Dutchess	5	5	....	....	21	4	5	6	10	23	....	....	1	....	83
Erie	114	....	26	....	....	46	42	38	55	175	17	** 14	17	....	514
Essex	4	2	....	....	....	2	....	5	2	5	....	....	1	....	21
Franklin	8	1	....	....	....	....	4	8	7	4	....	†† 4	1	....	37
Fulton	5	1	....	....	....	....	13	2	5	7	....	....	....	....	33
Genesee	12	....	5	....	....	2	3	2	5	11	....	....	10	....	50
Greene	....	2	....	....	4	1	2	3	....	2	....	....	2	1	17
Hamilton	....	....	....	....	....	....	....	1	....	3	....	....	....	....	4
Herkimer	7	1	....	....	....	3	8	4	5	15	1	....	....	....	44
Jefferson	31	8	....	....	....	5	12	7	4	19	....	....	3	....	89
Kings	....	1	....	16	114	36	28	76	89	351	20	....	....	....	731
Lewis	2	1	....	....	....	4	3	3	3	3	....	....	....	....	19
Livingston	7	....	2	....	....	5	2	3	9	12	2	....	3	....	45
Madison	13	....	2	....	....	7	2	4	3	12	....	....	1	....	44
Monroe	65	....	26	....	....	28	21	19	51	157	9	....	11	1	386
Montgomery	12	1	....	....	....	4	5	4	7	8	....	....	....	....	41
Nassau	....	....	....	....	15	1	1	3	3	11	....	....	....	....	34
New York	....	5	....	136	680	84	98	212	253	392	26	....	....	10	1,806
Niagara	33	....	11	....	....	6	7	7	14	20	....	‡ 19	1	....	118
Oneida	23	11	....	....	....	25	10	14	17	73	12	§§ 8	3	....	196
Onondaga	92	46	....	....	....	31	9	15	13	74	7	¶ 19	3	....	309
Ontario	7	....	1	....	....	10	12	3	8	20	1	....	4	....	66
Orange	1	18	....	....	26	8	8	8	9	13	2	....	7	1	101
Orleans	1	....	4	....	....	2	3	1	8	9	....	....	1	....	29
Oswego	17	3	....	....	....	5	7	7	13	19	....	....	1	....	72
Otsego	15	3	....	....	....	14	10	3	4	1	1	....	....	....	51
Putnam	....	1	....	....	2	1	1	....	1	2	....	....	....	2	10
Queens	....	....	....	2	12	4	4	9	6	42	....	....	....	1	80
Rensselaer	63	10	....	....	....	14	10	14	9	39	5	....	4	....	168
Richmond	....	....	....	3	....	1	2	4	5	4	....	....	....	....	19
Rockland	5	2	....	....	8	6	1	5	5	9	3	....	....	....	44
St. Lawrence	17	19	....	....	....	4	7	7	17	12	....	....	....	....	83
Saratoga	32	6	....	....	....	4	8	6	8	9	....	....	1	....	74
Schenectady	12	19	....	....	....	1	3	3	1	18	....	....	1	....	58
Schoharie	....	....	....	....	1	2	3	2	5	5	....	....	....	....	18
Schuyler	2	....	2	....	....	1	3	5	1	7	2	....	....	....	23
Seneca	5	....	....	....	....	4	1	5	4	15	....	....	....	....	34
Steuben	15	....	10	....	....	10	6	6	11	66	12	....	....	....	136
Suffolk	....	....	....	3	16	1	6	6	7	21	....	***2	....	1	63
Sullivan	....	....	....	....	4	5	5	2	3	....	....	....	....	....	24
Tioga	15	....	7	....	....	8	5	2	9	15	....	....	1	....	60
Tompkins	16	....	3	....	....	6	4	4	5	3	....	....	....	....	47
Ulster	6	4	....	....	4	12	7	6	7	....	....	....	6	....	67
Warren	6	2	....	....	....	3	2	2	4	....	....	....	2	....	25
Washington	11	1	....	....	....	4	4	3	3	8	....	....	2	....	36
Wayne	6	....	....	....	....	5	14	4	3	12	3	....	2	....	49
Westchester	5	5	....	38	18	13	14	12	20	44	5	....	....	5	179
Wyoming	....	....	....	....	....	4	9	2	6	8	1	....	....	....	30
Yates	....	....	1	....	....	5	7	1	5	7	6	....	....	....	32
State at large	....	....	....	....	....	1	....	2	1	....	....	....	....	....	4
From other states	....	....	....	....	....	....	....	....	....	83	....	....	....	....	83
Total	845	*194	†134	‡198	931	540	515	637	831	2,076	150	152	111	25	7,339

these, 6 were infants. † Of these, 3 were infants. ‡ Of these, 9 were infants. § Under private gement, but supported by State appropriations ‖ Of these, 12 belong to the Allegany Reserva- nd 71 to the Cattaraugus Reservation. ** Tonawanda Reservation. †† St. Regis Reservation. carora Reservation. §§ Oneida Reservation. ¶ Onondaga Reservation. *** Shinnecock Reser-

This Board also takes this opportunity to state that its recommendations for appropriations to the State charitable institutions are determined by its convictions as to their needs. It does not believe it wise to ask for smaller amounts than are required in the expectation that subsequent appropriations will cover deficiences. The Legislature is best able to provide for institutions when in possession of full knowledge of their needs.

The State Board of Charities regrets the serious delays in the construction of buildings after they have been provided for by legislative appropriations and hopes that some plan may be adopted whereby such delays can be avoided.

STATE INDUSTRIAL SCHOOL, ROCHESTER, MONROE COUNTY.

[Established 1846.]

This institution has capacity for 900 inmates. At the beginning of the fiscal year there were present 787 boys and 128 girls; total, 915. During the year 518 boys and 78 girls were admitted; 580 boys and 85 girls were discharged and 1 girl died, leaving a population October 1, 1903, of 725 boys and 120 girls; total, 845—a decrease of 70. The average number of inmates during the year was 881 and the average weekly cost of support, including the value of home and farm products consumed, $4.50; excluding this value, $4.04.

The receipts during the fiscal year were: From cash on hand at the beginning of the year, $1,486.85; from special appropriations, $3,452.60; from deficiency appropriation, $6,000; from general appropriations, $178,500; from other sources, $208.23; making the total receipts for the year, $189,647.68.

The ordinary expenditures were: For salaries of officers, $16,223.51; for wages and labor, $65,541.11; for provisions, $37,-

612.58; for household stores, $2,919.15; for clothing, $10,910.95; for fuel and light, $26,623.59; for hospital and medical supplies, $2,087.96; for transportation and traveling expenses, $2,731.40; for shop, farm and garden supplies, $10,417.46; for ordinary repairs, $2,179.15; for expenses of managers, $612.44; for remittance to State Treasurer, $208.23; for unclassified expenses, $7,738.37; total, $185,805.90.

The extraordinary expenditures were $3,452.60, of which $3,105.39 represented outlay for buildings, improvements and extraordinary repairs, and $347.21 for all other extraordinary expenses, making the aggregate expenditures for the year $189,258.50, and leaving October 1, 1903, a cash balance of $389.18. The balance in cash was the only asset and there was no outstanding indebtedness.

Of the ordinary expenditures during the year 44.1 per cent. was for salaries, wages and labor, 20.3 per cent. for provisions, 1.6 per cent. for household stores, 5.9 per cent. for clothing, 14.3 per cent. for fuel and light, 1.1 per cent. for hospital and medical supplies, 1.5 per cent. for transportation and traveling expenses, 5.6 per cent. for shop, farm and garden supplies, 1.2 per cent. for ordinary repairs, .3 of 1 per cent. for expenses of managers, and 4.1 per cent. for all other ordinary expenses.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for maintenance and rewards to inmates and repairs and betterments of tools and equipment and furniture, and for necessary tools to properly conduct the trade schools and common schools and military system and photographing of inmates, $178,500.

Chapter 599, Laws of 1903 (supply bill), appropriated for deficiency in maintenance for the year 1902-3, $6,000; for repairs

and equipment, $2,000; to reimburse the maintenance fund for expenditures from it for the expenses of the commission appointed under the provisions of chapter 527 of the Laws of 1902 to select land as a new site for the State Industrial School, $347.21, and for the purchase of the land, for the necessary buildings and improvements thereon, in accordance with the provisions of chapter 527 of the Laws of 1902, $125,000.

The maintenance appropriation, exclusive of the deficiency appropriation, of $6,000, was $178,500; the special appropriations $127,347.21, making the total appropriations $305,847.21.

The special appropriations intended for the improvement of the institution while it remains in Rochester were expended for the purposes named in the law under the direction of the State Architect.

The act of the Legislature whereby provision was made for the removal of this institution to ample farm lands marks a new and most important era in the right development of the reform schools of the State. As this departure from the old and inefficient methods has long been advocated by the State Board of Charities, this Board congratulates the people upon the adoption of a State policy of disciplining and training juvenile offenders in accordance with the best thought and experience of the age.

The selection of a new location has been accomplished. The special commission appointed by chapter 527 of the Laws of 1902, consisting of the Governor, the State Comptroller, the President of the State Board of Charities, the State Architect and the President of the Board of Managers, has decided upon a suitable tract of land located about fourteen miles south of the city of Rochester, and has taken title to the same, as the appropriation of the

necessary fund for the purchase of this land was made by the Legislature of 1903.

The State Board of Charities wishes to congratulate the members of the Board of Managers on the outcome of the efforts for the removal of the State Industrial School. Their unanimous and hearty cooperation has shown how clearly they recognize the necessity of suitable conditions to enable the institution to do the best work for juvenile delinquents, and gives assurance that the problems involved in the erection of the new buildings, the laying out of grounds and the rearrangement of the methods of training will be met in the earnest, intelligent and careful way that has been characteristic.

Such an important movement as this, accomplished as the result of efforts extending over a number of years, is a matter of general interest. Progress in educational methods for delinquent children is dependent upon good environment, and is almost impossible where such environment is unsuitable. There can be no healthy moral development unless it be along natural lines. The housing of delinquent children in great barracks wherein it is impossible to give such constant oversight, classification and individual study as is necessary to protect the comparatively innocent from those experienced in vice is generally recognized as wrong. Such classification as will permit of a large degree of family life, the association of a comparatively small number of children of similar character under the watchful oversight of competent matrons and attendants in small cottages is necessary. This has been proven by experience to be the most satisfactory method for the care of juvenile delinquents.

The State Industrial School, after years of trial, is to abandon the barrack or congregate system, and on its new location, place

those committed to its care in separated cottage groups. There can be no doubt that the change will promote their physical, mental and moral well-being. It is desirable therefore that the removal of the school be accomplished at the earliest possible date, and for this purpose there should be a liberal appropriation for the erection of buildings and for the preparation of the land for occupation by the school. The construction of the new buildings should not be delayed. If a special effort be made the removal will be accomplished at a very early date.

In the transfer of the institution to its new location, it should be understood that none of its trade schools are to be discontinued. The purpose of its training will be to provide an opportunity for learning such trade or employment as will enable the graduates to maintain themselves respectably. The opportunities of the farm will be added to those of the shops, and thus the scope of the training be enlarged to meet the needs of the boys sent to the school.

The State can well afford to equip this school in its new location so as to make it thoroughly effective in saving juvenile offenders from lives of crime and the evils of pauperism. Its facilities ought to be ample in every direction that the training of those sent to it may be thorough in habits of industry, morality and usefulness.

For the laying out of the grounds and buildings of the new training school, the State Board of Charities earnestly recommends that the services of the most competent landscape architect available be obtained, and that an appropriation be made for this purpose. Such a work calls for expert knowledge, and the beneficial result will more than compensate for the expense. This was the course followed in the development of

Craig Colony for Epileptics, Sonyea, and the harmonious arrangement of its buildings and the pleasing general effect are due to the careful planning of the great landscape architect and engineer, the late Frederick Law Olmstead.

The new buildings should embody modern ideas. As all dormitories are to be of the cottage type, the experience of the Board of Managers and the Superintendent can no doubt be effectively utilized to secure such plans for buildings as will be in every respect models for all training schools of this character.

The removal of this school to a new location affords an opportunity to correct the unwise practice, sanctioned by law, of committing wayward and delinquent boys and girls to the same institution. Experience has proven that reformation is most surely promoted where boys are in one institution and girls in another. The State Board of Charities therefore recommends the enactment of a law which will prohibit the commitment of girls to the State Industrial School after October 1, 1904, and that will authorize the Board of Managers, with the approval of the State Board of Charities, to transfer such girls as are then inmates and of suitable age and moral character to the Western House of Refuge for Women, Albion, N. Y.

The State Board of Charities further recommends that until such time as the State establishes its own training school for girls, wayward or delinquent young girls under the age fixed for admission to the Western House of Refuge, Albion, be committed to such other institution of the protectory or refuge type as the committing magistrate may determine.

The Board recommends for this institution the following appropriations or so much thereof as may be necessary:

For 16 cottages and the necessary barns and stables complete,

$136,000; for a storehouse and bakery building, $5,000; for reception house and hospital, $15,000; for administration building, $25,000; for furnishings, $10,000; for creamery building, $3,000; for ice house, $2,000; for roads, walks and grading, $5,000; for farm stock and equipment, $10,000; making the special new appropriations approved of, $211,000; for maintenance, $185,000, making the total appropriations recommended, $396,000.

HOUSE OF REFUGE FOR WOMEN, HUDSON, COLUMBIA COUNTY.

[Established 1881.]

This institution has capacity for 293 inmates. The number of inmates October 1, 1902, was 213, and 68 were admitted during the year, making the total number under care 281. During the year 87 were discharged, thus leaving under care October 1, 1903, 194, of whom 6 were infants. The average number present during the year was 210, and the average weekly cost of support, including the value of home and farm products consumed, $5.79; excluding this value, $5.65.

The receipts during the fiscal year ending September 30, 1903, were: From cash balance of the previous year, $1,084.04; from special appropriations, $18,447.57; from unexpended appropriations of former years, $1,000; from general appropriations, $59,800; from other sources, $105.85; total, $80,437.46.

The ordinary expenditures of the year were: For salaries of officers, $19,503.95; for wages and labor, $7,063.02; for provisions, $10,953.83; for household stores, $1,885.92; for clothing, $2,416.13; for fuel and light, $12,914.75; for hospital and medical supplies, $416.31; for transportation and traveling expenses, $1,631.37; for shop, farm and garden supplies, $1,242.23; for ordinary repairs, $811.48; for expenses of managers, $352.47; for

remittance to State Treasurer, $105.85; for all other ordinary expenses, $2,421.58; total, $61,718.89.

The extraordinary expenditures were reported as $18,447.57, of which $13,947.33 was for improvements and $4,259.26 for extraordinary repairs, making the total expenditure for the year $80,166.46. The cash balance October 1, 1903, was $271, and the outstanding indebtedness $487.50 for bills unpaid.

Of the ordinary expenditures during the year 43.1 per cent. was for salaries, wages and labor, 17.8 per cent. for provisions, 3.1 per cent. for household stores, 3.9 per cent. for clothing, 21 per cent. for fuel and light, .7 of 1 per cent. for hospital and medical supplies, 2.6 per cent. for transportation and traveling expenses, 2 per cent. for shop, farm and garden supplies, 1.3 per cent. for ordinary repairs, .6 of 1 per cent. for expenses of managers, and 3.9 per cent. for all other ordinary expenses.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for the maintenance of the institution and for the transportation of those committed thereto, $60,000.

Chapter 590, Laws of 1903 (special act), appropriated for a hospital and equipment, $10,000; for plumbing and heating in the administration building and prison, $5,500; for new boiler, $2,500.

Chapter 599, Laws of 1903 (supply bill), reappropriated the unexpended balances of former appropriations under chapter 324 of the Laws of 1901, for covering steam pipes, $1,000; for general repairs, $683.22; for metal ceilings, $679; for plumbing in cottages and administration building, $1,152.91; for repairs to the steam plant, $602.56.

The maintenance appropriation was $60,000; the special appropriation, $18,000; the reappropriation, $4,117.69, making a total of $82,117.69.

The $1,200 appropriated by chapter 431 of the Laws of 1902, "for cleaning and painting walls of cottages" has been expended, as also the appropriations unexpended under chapter 324 of the Laws of 1903. A general contract has been made for alterations in the administration building; for changes in the prison building; for plumbing, electric wiring and other improvements, provided for by chapter 431 of the Laws of 1902, and chapter 599 of the Laws of 1903, and work is under way.

The appropriation made by chapter 294 of the Laws of 1900 "for a sewage disposal plant" has not been expended. Plans have been prepared by an expert sanitary engineer, but their final approval and the award of contracts are still delayed. This is a matter of prime importance, and it is the opinion of the State Board of Charities that satisfactory methods for the disposal of the sewage should be devised at the earliest possible moment and the necessary work completed.

The alterations in the prison and administration buildings will greatly improve these structures. The administration building has required radical changes for a long time. These are now under way, and when the building is put in service again it will be in many respects much more satisfactory than ever before. It is unfortunate that, on account of insufficient appropriation, all the changes and repairs recommended cannot be accomplished at this time. The total amount available for alterations in the two buildings was much less than the lowest offer to do the work, and some important modifications of the plans were made. All the repairs and alterations in any building should be done at the same time, as it is exceedingly embarrassing to the administrative and general work to vacate buildings in order that workmen may make repairs.

The general work has been attended by special difficulties during the year. All of the cottages had to be vacated in turn that repairs might be made to them. The removal of the girls from one cottage to another and their transfer from the cottages to the prison building and back again were accomplished without trouble because the girls are under excellent discipline. It may be said that repeated transfers would have been unnecessary had all the work of repair in each cottage been completed under one contract. Owing to the distribution of contracts among several bidders the repairs have been made at intervals. The contracts for general repairs in a cottage should be made so that the work would be taken up as a whole and be completed without a year or more elapsing before its finish.

The changes in the prison building will alter one wing so as to adapt it to hospital purposes. It was deemed best to take the appropriation of $10,000 for a new hospital and put it into this building, as thereby more room and better arrangements can be obtained than if the money were expended for a separate building.

The introduction of a more extended system of industrial education is urgently necessary in this as well as other reformatories. The future of women sent to reformatories will be largely conditioned by their ability to support themselves by their own labor in a respectable way, and the equipment of this House of Refuge should be complete in the industrial department so as to enable the officers to give such training as is necessary. Scholastic instruction is beneficial, but even more important is the preparation of the women for self-support.

The general discipline has continued very satisfactory. The disciplinary building is a deterrent influence. The knowledge of

ability to enforce discipline checks the tendency to insubordination. Since this building was erected and physical training was introduced as part of the training, there has been a more prompt and hearty obedience, as well as a general disinclination to acts involving confinement in the disciplinary rooms.

The Board recommends for this institution the following appropriations or so much thereof as may be necessary:

For concrete floors in the prison building, $250; for the completion of alterations in the administration building, $2,500; for furniture and furnishings of rooms and offices, $1,000; for hospital equipment, $500; for a new blower for steam boilers, $500; for extension of coal pockets and altering coal chute, $2,000; for special repairs to cottages, $2,000; for henhouse and henyard, $500, making the special appropriations approved of, $9,250; for maintenance, $66,000, making the total appropriations recommended, $75,250.

WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION, ORLEANS COUNTY.

[Established 1890.]

This institution has capacity for 150 inmates. The number of inmates present October 1, 1902, was 118, and 73 were admitted during the year, making the total number under care 191. During the year 56 were discharged and 1 died, leaving 134 present October 1, 1903, of whom 3 were under two years of age. The average number present during the year was 128, and the average weekly cost of support, including the value of home and farm products consumed, $5.15; excluding this value, $5.02.

The receipts for the fiscal year ending September 30, 1903,

were: From cash balance of the previous year, $736.37; from special appropriations, $4,374.38; from general appropriations, $33,300; from home products, $885.35; from sale of farm products, $16; total, $39,312.10.

The ordinary expenditures during the year were: For salaries of officers, wages and labor, $14,669.72; for provisions, $5,473.37; for household stores, $732.13; for clothing, $1,113.86; for fuel and light, $7,028.90; for hospital and medical supplies, $196.11; for transportation and traveling expenses, $591.05; for shop, farm and garden supplies, $1,252.33; for expenses of managers, $509.51; for remittance to State Treasurer, $16, and for all other ordinary expenses, $2,834.23; total, $34,417.21.

The extraordinary expenditures for improvements were $4,374.38, making the total $38,791.59, and leaving a cash balance of $520.51 at the close of the year. There was no outstanding indebtedness, and the only asset was the balance in cash.

Of the ordinary expenditures during the year 42.7 per cent. was for salaries, wages and labor, 15.9 per cent. for provisions, 2.1 per cent. for household stores, 3.2 per cent. for clothing, 20.4 per cent. for fuel and light, .6 of 1 per cent. for hospital and medical supplies, 1.7 per cent. for transportation and traveling expenses, 3.7 per cent for shop, farm and garden supplies, 1.5 per cent. for expenses of managers, and 8.2 per cent. for all other ordinary expenses.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for the maintenance of the institution and the transportation of those committed thereto, $35,000.

Chapter 588, Laws of 1903 (special act), appropriated for repairs and equipment, including repairs to sewage plant, $1,600, in addition to the unexpended balance of $1,800, made by chapter

434 of the Laws of 1902, for finishing the second story of the hospital building and dividing it into separate rooms, which was reappropriated.

The maintenance appropriation was $35,000, the special appropriation $1,600, the reappropriation $1,800, making a total of $38,400.

Chapter 434 of the Laws of 1902 (special act), appropriated $10,525 for various purposes, of which at the beginning of the year $10,075 remained. The work upon the "conduit and manholes," "making cement walks" and "cell door locking device" has been performed under contract; and the sum of $4,374.38 paid therefor. There remains an available balance of $5,700.62 of the appropriations made by chapters 434 of the Laws of 1902 and 538 of the Laws of 1903.

One of the original items was the sum of $1,800 "for finishing the second story of the hospital building and dividing it into separate rooms." This was reappropriated by chapter 588 of the Laws of 1903, in addition to $1,600, and is now to be used for "repairs to the sewage plant." During the year no work was done for the improvement of the plant, and $3,400 therefore remains available for the work.

Complaint has been made frequently by citizens residing in the immediate neighborhood of this institution that the present method of sewage disposal is dangerous to the public health.

The cell door locking device has not proven satisfactory, and may require modification. Anything of this kind intended to liberate the girls in a time of special danger should be readily accessible, easy of operation and certain. Its one use in this institution is as a precautionary measure for safety in the event of fire, and therefore it should be made satisfactory without delay.

Further, the cottages as at present constructed might in event of fire become veritable fire traps. Outside fire-escapes should be provided from the second floor of each cottage, and some of the window gratings be arranged to admit of ready opening.

The cottage type of dormitory is principally used in this reformatory, the reception house being intended for the girls during the probationary period only, when they are studied by the officers to determine the group to which they should be sent. In the cottages greater attention can be given to the individual inmates than in the large reception building, and the close association with the matrons, together with a certain measure of freedom, encourages the girls to an orderly life.

In the process of training the cottage matrons have charge of much of the industrial work, and are thus brought into touch with the girls in their cottages. The ordinary studies of the public schools are taught by a competent teacher in regular classes which meet in the schoolroom. These reformatory methods have proven satisfactory in the past, and during the year have continued to show excellent results.

The population of the institution has increased since the last annual report, the average number present during the year being 128 as against 118 one year ago; 134 were present at the close of the fiscal year, September 30, 1903. This number filled all the cottages and made it necessary to maintain a number in the reception building. The capacity of the institution is 150 inmates.

As the State Board of Charities believes it is unwise to commit wayward girls to an institution which receives boys, it requests the Legislature to enact a law prohibiting such commitment to the State Industrial School after October 1, 1904. It

will be necessary to enlarge the capacity of this reformatory in order that the older girls now usually sent to the State Industrial School may be committed to this institution. The addition of two cottages will enable the reformatory to receive sixty more girls, and as these cottages can be located so as to prevent communication and association with the older inmates, such girls need not suffer in any way by the change in the law which will prohibit their commitment to the State Industrial School.

At the present time there is no chapel or assembly hall in which the inmates may be gathered. On occasions when there are religious services the schoolroom has to be used. It is small and not suitable for general gatherings, and a chapel or assembly hall is desirable. In such a building a gymnasium could be installed wherein the girls could receive training when inclement weather prevents exercise in the open air. The benefit of a course in physical training is seen in other institutions, where the girls are greatly improved in health and acquire erectness of carriage.

The price of electric light for this institution is exhorbitant. It is furnished by a private company in Albion, and as there is no dynamo in the power equipment of the institution, the reformatory is practically at the mercy of a private corporation. The cost of installing an electric light plant will be met in about five years by the present outlay for lighting, and if the institution is enlarged as suggested, in three years the State will be compelled to pay an amount equal, under the present contract, to the cost of a dynamo and engine. As the engineers are now on duty in the power house day and night they can attend to such dynamo and engine if one be installed, and it is recommended that an appropriation be made for this purpose.

The heating equipment in all the cottages should be changed and radiators installed instead of the overhead steam pipes. These heat the upper air to an uncomfortable degree, while the lower stratum is always cold. This causes headaches and general distress which will be avoided by having the radiators on the floors.

The plaster walls are now in bad condition. They should have immediate repair and then be thoroughly painted. For this purpose an appropriation is recommended.

There is need of a new carriage to take the place of the old one now in use, which is worn out. Request for this appropriation has been made a number of times. It is again renewed, as it is more imperatively needed than ever before.

In the training of the girls good books to read are essential. In each reformatory there should be a library of well-selected literature. An appropriation of $200 for books is therefore recommended.

The Board recommends for this institution the following appropriations, or so much thereof as may be necessary:

For a chapel, assembly hall and gymnasium, $20,000; for two cottage dormitories, each with capacity for thirty inmates, $35,000; for furnishing the cottages, $5,000; for extraordinary repairs and equipments, $1,500; for an electric light plant, $3,000; for carriage and robes, $300; for books for library, $200; for reconstruction of the steam heating in the cottages, $4,000; for repairs to the plastered walls in the several cottages, $2,000, making the special new appropriations approved of, $71,000; for maintenance, $35,000, making the total appropriations recommended, $106,000.

NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD, WESTCHESTER COUNTY.

[Established 1892.]

This institution has capacity for 220 inmates. The number of inmates present October 1, 1902, was 151 and 107 were admitted during the year. Fifty-three were paroled or discharged on writs, one died and six were otherwise discharged, thus leaving 198 present October 1, 1903, of whom 9 were infants. The average number present during the year was 187, and the average weekly cost of support, including the value of home and farm products consumed, $4.54; excluding this value, $4.47.

The receipts for the fiscal year, ending September 30, 1903, were: From cash balance of the previous year, $403.88; from special appropriations, $10,453.25; from deficiency appropriation, $1,500; from unexpended appropriations of former years, $5,200; from general appropriations, $37,500; from all other sources, $39.34; total, $55,096.47.

The ordinary expenditures during the year were: For salaries of officers, wages and labor, $19,746.21; for provisions, $9,480.98; for household stores, $1,971.69; for clothing, $2,135.19; for fuel and light, $6,341.96; for hospital and medical supplies, $361.20; for transportation and traveling expenses, $503.49; for shop, farm and garden supplies, $576.72; for ordinary repairs, $1,161.36; for expenses of managers, $148.55; for remittance to State Treasurer, $39.34, and for all other ordinary expenses, $1,148.24; total ordinary expenditures, $43,614.93.

The expenditures for buildings and improvements, for extraordinary repairs and for all other extraordinary expenses amounted to $10,453.25, making the total expenditures, $54,-

only 220 inmates, using all available rooms, the necessity of enlargement is apparent.

The use of many of the rooms now occupied by inmates is to be deprecated, as they are cell rooms which cannot be heated and are so isolated as to make it difficult to supervise properly the girls placed therein. The institution as it stands is as full as comports with proper management and discipline. To crowd more girls into the buildings will prove detrimental to the best interests of the reformatory. For this reason buildings to accommodate more inmates should be provided.

The decision of Judge Gaynor as to summary commitments by magistrates, which affected all the State reformatories for women, was submitted to the Court of Appeals for final decision, but the principle involved was not passed upon by that court. Since the ruling of Judge Gaynor was obtained, thirty-nine women have been discharged from this reformatory upon habeas corpus proceedings. Nineteen of these went out during the past fiscal year. Owing to the uncertainty as to the powers conferred by existing statutes, the Legislature of 1904 should so correct the terms of the law as to permit the women for whose benefit reformatories are established to be committed to their care.

Magistrates now send women who should be committed to this reformatory, to the workhouse and to the penitentiary, but when its capacity is reached no other course seems open to them. It will prove unfortunate to direct that young women, capable of reformation, be sent to an institution where there are no opportunities for moral and industrial training. This reformatory can do a work for young women impossible in a workhouse, as it is essentially a school wherein, through industrial,

scholastic, and moral training, young girls otherwise lost to society are saved. These girls need not only firm control but also such discipline and instruction as will inspire them with hope. Many may be saved and every one can be benefited.

Fifty-two women have been sent out on parole since the institution was established. This shows there are possibilities of reformation. Of the women sent out only eleven have been returned, the others maintaining themselves respectably and in a manner satisfactory to the authorities of the institution.

The average age of the women at the time of their commitment is twenty-one years. Of those who have broken parole seven are above twenty-five years of age, showing that with women committed under twenty-one years of age the chances for reformation are decidedly better than if the commitment is delayed until the women have passed twenty-five years of age.

This Board recommends the enactment of a law which will permit the transfer of girls of suitable age and character, upon the request of the Board of Managers of the Society for the Reformation of Juvenile Delinquents of the City of New York, and the approval of the State Board of Charities, from the House of Refuge on Randall's Island, New York city, to this institution.

The facilities for discipline in this institution are not adequate to its needs. The management of refractory inmates, who are usually of a hysterical character, requires a building wherein girls can be controlled easily during the period of insubordination. The reception house is poorly arranged, and it is now impossible to isolate inmates who require such discipline. For this reason the most urgent need of the reformatory at the present time is a properly constructed disciplinary building.

The general work of the reformatory during the year has been very satisfactory. Classes in several special industrial branches have made commendable progress, which is also true of the regular school work. As the training has a direct effect upon character, its success measures much of the progress of the institution.

Special mention should be made of the beneficial results which have followed the employment of a teacher of physical culture. The daily systematic exercise has broken up the former slouchy carriage, and there is an alertness and responsiveness formerly absent. The institution is indebted to Mrs. Josephine Shaw Lowell for this addition to the training. Out of her private resources Mrs. Lowell has paid the salaries of two teachers, and by her counsel and influence has proven invaluable in the development of the institution.

Art industries, as they are called, such as basketry, rug weaving and hat making, have been taken up during the year and proven successful. Garden work has profitably employed many of the women, and their success in outdoor work of this kind proves that with opportunity women can become very successful gardeners.

The reception house has never been satisfactory. Its floors, of a poor quality of cement, are in bad condition and an annoyance. There are no proper opportunities for the hygienic care of the inmates, many of whom enter the institution badly diseased, making the use of ordinary bathtubs dangerous to all. The reception house should have spray baths installed so as to prevent the communication of disease, and for this purpose and to put the floors in safe condition an appropriation should be made.

The male employes have found it impossible to rent dwellings in the neighborhood of the reformatory. The institution is more than a mile distant from the station, and even there no houses are available. As the engineer and guards must be on the premises at all times, the necessity of quarters for these employes is an urgent one, and an appropriation for two cottages is recommended.

The power plant is now taxed to its full capacity. In the event of a breakdown of the machinery the institution would be left in darkness and serious consequences might follow. The need of an auxiliary engine and dynamo is therefore imperative. One can be installed at a moderate cost, and an appropriation for this purpose is recommended.

The engine room is small and needs enlargement so as to make room for a machine shop. The engineer is compelled to do all the repair work, and usually this involves a great deal of work at the bench. There are no facilities adequate for such work, and a small appropriation to provide for a machine shop and an addition to the engine room is recommended.

An appropriation was made for enlarging the coal shed and improving the driveway leading thereto. The original appropriation for the extension of the coal shed was $750. The State Architect finds the amount inadequate, and an additional appropriation for such shed and the driveway leading thereto is recommended.

The present arrangement of the switches by which the electric outfit is put into service invites interference by the inmates and is therefore dangerous. An improvement which will cover the switches and make other necessary changes is desirable, and for this an appropriation is necessary.

The gravel walks leading from the administration building about the grounds and from cottage to cottage are exceedingly hard upon shoes. They also injure the floors of all the buildings, especially during inclement weather, and an appropriation is desirable to make concrete walks and a concrete floor in the storeroom, where stores are now frequently injured by the dust.

The extension to all the buildings of the system of fire protection is necessary. Fire-risers and other improvements which will make an abundant supply of water available should be installed. A small appropriation will permit these things to be done, and will also provide a pump regulator and relief valves for the water supply pump.

The records of the institution are now kept in small pasteboard boxes in the office. In case of a fire these records would be destroyed. There is need of a large fireproof safe, so that valuable books and papers may receive proper care.

The boundary walls are in bad shape. These and the entrances to the grounds should be put in good condition. The original walls were torn down for the building stone in them by the contractor who erected the buildings, and since then the grounds have had no protection. A suitable fence will prove economical by saving the crops from injury.

The embankments in front of the administration building and about the sewage vaults should be graded and seeded. This work has been postponed until the present time, but further delay can result only in injury from the constant washing down which follows each storm.

The hospital was completed and furnished during the year and is in daily use. To render it available at all times there should be an independent heater for it, and also a porch whereon

patients can be taken in good weather. Heat is often required in the hospital when steam is not needed in the other buildings. An independent heater will make the hospital comfortable at all times, and a small appropriation is recommended for this purpose.

The recommendation for a building and equipment for instruction in farm gardening and for starting vegetables is renewed. Such a building and equipment will afford an opportunity for many of these women to learn how to earn a respectable livelihood after they leave the institution; in addition to which it will effect considerable saving to the State each year.

Again special attention is called to the condition of the dam constructed to control the stream which supplies water to the reformatory. One-half of the dam was carried away about two years ago, and it is only a question of time when it will all be destroyed if it be not soon properly repaired and extended. The break has been temporarily repaired by the use of old boards and piling, but the dam should now be properly repaired and extended. This Board has reported to the Legislature the condition of the dam several times. While it is in no way responsible for its original construction nor for its present condition, yet as it is a structure on which the water supply for fire protection and other purposes depends, it insists upon the necessity for its thorough repair. The spillway should be enlarged and the wings extended, so as to make the structure permanently safe and adequate. An appropriation is recommended for this purpose.

The Board recommends for this institution the following appropriations or so much thereof as may be necessary:

For two cottages for 25 inmates, $35,000; for a disciplinary

building, $10,000; for two cottages for employes, $4,500; for auxiliary engine and dynamo, $3,500; for machine shop and addition to the engine room, $1,500; for an additional appropriation for coal sheds and driveway thereto, $1,500; for repairs to steam pipes in conduits, $250; for improvement of the electric light outfit, covering the switches, etc., $300; for concrete floor in the storeroom, $250; for concrete walks, $2,000; for spray baths in the reception house, $350; for window screens for dining-rooms, kitchens, basements and pantries, $350; for fire-risers and improvements in fire protection in all buildings, $1,250; for pump regulator and relief valves for water supply pumps, $250; for fire-proof safe, $250; for building and equipment for instruction in farm gardening and for starting vegetable plants, $2,500; for improving entrance to the grounds, $750; for rebuilding boundary walls about the property, $1,000; for rebuilding the dam for water and ice supply, $5,000; for grading and seeding embankments in front of the administration building and about the sewage vaults, $1,500; for independent heater in the hospital, $250, making the special new appropriations approved of, $72,250; maintenance appropriation, $55,000, making the total appropriations recommended, $127,250.

SOCIETY FOR THE REFORMATION OF JUVENILE DELINQUENTS IN THE CITY OF NEW YORK, COMMONLY CALLED "THE HOUSE OF REFUGE," RANDALL'S ISLAND, NEW YORK CITY.

[Established 1824.]

This institution has capacity for 1,000 inmates. The number of inmates present October 1, 1902, was 838, and 612 were admitted during the year, making the total number under care 1,450. During the year 514 were discharged and 5 died, leaving

the number present October 1, 1903, 931, of whom 812 were boys and 119 girls. The average number present during the year was 877, and the average weekly cost of support, including the value of home and farm products consumed, $4.01; excluding this value, $3.60.

The receipts during the year ending September 30, 1903, were: From cash balance of the previous year, $4,224.93; from special appropriations, $10,699.60; from general appropriations, $148,-750; from all other sources, including $12,750 from the board of education, New York city, $13,045.44; total, $176,719.97.

The ordinary expenditures for the year were: For salaries of officers, wages and labor, $74,672.93; for provisions, $39,818.99; for household stores, $4,176.15; for clothing, $10,405.80; for fuel and light, $20,246.72; for hospital and medical supplies, $816.70; for transportation and traveling expenses, $516.13; for shop, farm and garden supplies, $3,738.61; for ordinary repairs, $1,326.21; for expenses of officers, $229.34; for remittance to State Treasurer, $295.42; for all other ordinary expenses, $8,230.61; total ordinary expenditures, $164,473.61.

The extraordinary expenditures were $10,699.60 for extraordinary repairs and all other extraordinary expenses, making the aggregate expenditure for the year, $175,173.21. The cash balance at the close of the year was $1,546.76, and there was no outstanding indebtedness.

Of the ordinary expenditures during the year 45.5 per cent. was for salaries, wages and labor, 24.3 per cent. for provisions, 2.6 per cent. for household stores, 6.3 per cent. for clothing, 12.3 per cent. for fuel and light, .5 of 1 per cent. for hospital and medical supplies, .3 of 1 per cent. for transportation and traveling expenses, 2.3 per cent. for shop, farm and garden supplies,

.8 of 1 per cent. for ordinary repairs, .1 of 1 per cent. for expenses of officers, and 5 per cent. for all other ordinary expenses.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for maintenance and rewards to inmates, repairs and betterments of tools and equipment and furniture, for necessary tools to properly conduct the trade schools and common schools and military system and photographing of inmates, $148,750.

Chapter 592, Laws of 1903 (special act), appropriated for completing the work of overhauling the steam plant and covering the steam pipes, $7,500; for repairs and equipment, $4,000.

Chapter 599, Laws of 1903 (supply bill), reappropriated the unexpended balances of former appropriations under chapter 497 of the Laws of 1901 for general electric repairs, $2,067.23; for the establishment and equipment of new trade schools and for supplies for the same and for those already established, $161.47.

The maintenance appropriation was $148,750, the special appropriation $11,500, the reappropriation $2,228.70, making a total appropriation of $162,478.70.

The work of overhauling the steam plant and covering the steam pipes, for which chapter 592 of the Laws of 1903 appropriated $7,500, has been continued during the year, and the repairs and equipments, for which $4,000 was appropriated by the same chapter, have been made as far as the money would permit. The general electric repairs also have been made in part, but much remains to be done in the way of further very expensive repairs and improvements if the school is not to be removed shortly.

The general work of this institution has been carried on as in recent years. The facilities for the best reformatory training

are lacking, and, in a word, the institution is inadequate to the great need and opportunity. The only way in which it will be possible for satisfactory discipline and training to be given is by the removal of the institution to some suitable rural location in the vicinity of New York city. There are only thirty-six acres on the present site, and to crowd over 900 boys and girls upon such a limited area, with no opportunities for classification, and with buildings unsuitable by age and barrack-like character, is to give opportunities for moral contamination which cannot be too strongly deprecated.

This institution should be removed from Randall's Island at the earliest possible date. The Legislature has already begun the removal of the State Industrial School from a similarly unsuitable location in the city of Rochester to a large farm where the buildings will be of modern type, in cottage groups, arranged for proper classification, and where the training will be expanded to meet the requirements.

An investigation into the affairs and management of the House of Refuge was made in October, November and December, 1903. This investigation was requested by the President of the Board of Managers of the Society for the Reformation of Juvenile Delinquents in the City of New York in view of criticisms on the management of the House of Refuge which had appeared in the public press. The investigation showed that the buildings and grounds of the institution are altogether unsuitable for reformatory purposes, and that the limited acreage will not permit the reconstruction of the institution on its present site and that under the conditions which now exist at the House of Refuge it is impossible to classify the inmates except by size and age. This is contrary to the elementary principles of char-

acter building, and prevents the accomplishment of the work intended by the State in the organization of the society and the annual appropriations for the maintenance of the House of Refuge.

As New York city and adjacent cities and towns contribute more than three-fourths of the entire revenues of the State, they are entitled to, and should have the benefit of, a modern institution for the reformation of their delinquent youth. Such an institution can be established only upon a large tract of ground. The State Board of Charities is convinced that a suitable location can be found in the immediate neighborhood of New York city, and believes the city of New York will be glad to pay to the State a reasonable sum in return for the surrender of the land now occupied by the House of Refuge on Randall's Island, especially in view of the fact that such payment will be used in the establishment of a model training school for the delinquent boys of the eastern counties of the State.

From the evidence presented to its committee, in its possession, and other facts observed in recent years, the State Board of Charities believes that the appropriations made for the maintenance of the House of Refuge have not been sufficient. The allowance for food, clothing and general household supplies has been meagre. As a consequence the dietary has lacked variety, and many kinds of food essential to the proper development of growing boys and girls have been either absent altogether or provided in such small quantities as to make it impossible for them to be given to the inmates liberally.

The clothing also has been and still is shabby and insufficient and not such as to foster a feeling of self-respect in the wearers. Many other supplies have been deficient, and therefore the State

Board of Charities believes that the proper maintenance of the institution requires a larger per capita expenditure than has been allowed heretofore.

At the present time there is a deficiency in some of the essentials of comfort. In order that there may be ample means to care for the inmates of the institution in a suitable way, a deficiency appropriation of $35,000, or so much thereof as may be necessary, for maintenance for the fiscal year ending September 30, 1904, is recommended.

It being apparent that the reformation of the juvenile delinquents requires special training and a larger annual per capita outlay, the State Board of Charities recommends that the annual appropriation for maintenance be for the coming year $185,000, or so much thereof as may be necessary, in addition to the amount which may be given to the institution by the city of New York from its educational fund.

Experience in reformatory management has shown that delinquent girls are out of place in an institution to which delinquent boys are also committed. It is now well known that the presence of the two sexes is detrimental to the morals of both and complicates the problems of management. Although the State Board of Charities recognizes the efforts of the managers to mitigate these conditions by having an auxiliary board of ladies, who are specially charged with the care of the girls, and who are conscientiously and intelligently performing their duties, it believes that the passage of an act prohibiting the further commitment of girls to the institution after the first of October, 1904, is desirable. Legislation should be enacted also by which the older girls of suitable character now committed to this institution may be sent to the New York Reformatory for Women at

Bedford, and the younger girls to other institutions, on application of the managers and approval of the State Board of Charities.

The State Board of Charities also recommends the enactment of a law whereby the House of Refuge on Randall's Island shall be made a State institution, with a board of managers appointed by the Governor and confirmed by the Senate, as in the case of other State institutions; and that the Legislature provide for the establishment, at the earliest possible date, of a State training school for the delinquent boys of the eastern counties of the State, in the event the Society for the Reformation of Juvenile Delinquents refuses assent to the removal of the House of Refuge to a suitable location convenient to the city of New York, and to its transformation into a State institution.

For the comfort and health of the inmates until such time as the institution be removed it will be necessary to make repairs and to add to the present equipment. The work in the trade schools should be continued, and the general supplies for that purpose be made ample. The window sash and casings, part of which have been renewed, are in many dormitories so worn out that it is impossible to keep them weather-tight. The work of replacing them should be continued. The military battalion needs suitable uniforms and equipment, and for these a part of the deficiency appropriation recommended should be used.

The State Board of Charities does not believe it to be desirable to add further buildings to those now upon Randall's Island. The State has spent over half a million dollars there, and any additional expense should be avoided so far as possible. Although a hospital, under other circumstances, would be desirable, in view of the prospective removal of the institution the State Board of Charities cannot recommend its construction.

The Board recommends for this institution the following appropriations, or so much thereof as may be necessary.

For repairs and equipment, $5,000; for trade schools and supplies for the same, $2,000; for window sash, casings, etc., to complete the work of renewing the same, $3,000, making the special new appropriations approved of, $10,000; maintenance appropriation, $185,000; deficiency appropriation for maintenance, for the fiscal year ending Setember 30, 1904, $35,000, making the total appropriations recommended, $230,000.

SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN, SYRACUSE, ONONDAGA COUNTY.

[Established 1851.]

This institution has capacity for 546 inmates. The number of inmates October 1, 1902, was 546, and 74 were admitted during the year, making a total number under care 620. During the year 76 were discharged and 4 died, leaving 540 on the rolls of the institution October 1, 1903. The average number present during the year was 516, and the average weekly cost of support, including the value of home and farm products consumed, $3.97; excluding this value, $3.47.

The receipts during the year ending September 30, 1903, were: From cash balance at the close of the previous year, $1,190.50; from special appropriations, $12,670.21; from unexpended appropriations of former years, $1,434.70; from general appropriations, $92,261.22; from sale of farm and garden produce, $648.93; from labor of inmates, $79.75; from counties and cities, $8,313; from individuals for the support of inmates, $2,803.71; from sources not classified, $156.04; total, $119,558.06.

The ordinary expenditures during the year were: For salaries of officers and teachers, $13,458.42; for wages and labor, $24,-

981.18; for provisions, $21,936.55; for household stores, $3,523.43; for clothing, $7,057.69; for fuel and light, $12,104.59; for hospital and medical supplies, $680.12; for transportation and traveling expenses, $90.81; for shop, farm and garden supplies, $5,341.55; for ordinary repairs, $965.45; for expenses of managers, $89.86; for remittance to State Treasurer, $12,001.43; for all other ordinary expenses, $3,190.91; total, $105,421.99.

There was also expended for extraordinary repairs, $12,369.28, and for other extraordinary expenses, $300.93, making the total expenditures for the year, $118,092.20. There was no indebtedness and the assets were: Balance in cash, $1,465.86; due from counties and cities, $1,500; due from individuals, $554.67; by chapters 593 and 594 of the Laws of 1902, $2,075.78, a total of $5,596.31.

Of the ordinary expenditures during the year 41.1 per cent. was for salaries, wages and labor, 23.5 per cent. for provisions, 3.8 per cent. for household stores, 7.6 per cent. for clothing, 13 per cent. for fuel and light, .7 of 1 per cent. for hospital and medical supplies, .1 of 1 per cent. for transportation and traveling expenses, 5.7 per cent. for shop, farm and garden supplies, 1 per cent. for ordinary repairs, .1 of 1 per cent. for expenses of managers, and 3.4 per cent. for all other expenses.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for maintenance, $80,000.

Chapter 599, Laws of 1903 (supply bill), appropriated to be paid from the money paid into the treasury of the State under section 37 of the State Finance Law, as added by chapter 580 of the Laws of 1899 and amended by chapter 457 of the Laws of 1901, for maintenance, $12,000.

Chapter 543, Laws of 1903, appropriated $500 "for a well and

windmill for the Fairmount farm," and this also has been expended. The same chapter provided $1,000 "for repairs and equipment;" "for lowering the windows of the third floor in south wing, $700;" "for ventilation of the main building, $1,000," and "for new telephone system, $500," all of which practically has been expended for the purposes specified in the act.

Chapter 599, Laws of 1903 (supply bill), reappropriated the unexpended balances under chapter 708 of the Laws of 1901 for improving the heating system, $1,419.31; for improving the plumbing and drainage system, $3,571.50.

The maintenance appropriation was $92,000; the special appropriation $3,700; the reappropriation $4,990.81, making a total of $100,690.81.

The several appropriations enumerated under the foregoing chapters, together with the appropriations made by chapter 410 of the Laws of 1902 "for the construction of the stairways in the central building, $1,200," "for the renewal of laundry machinery and repairs at laundry, $1,800," and "for heating and drainage, $6,546.50," have been expended for the purposes named in the appropriation bills.

The appropriation made by chapter 594 of the Laws of 1902 "for the salary of a teacher, for benches, tools and appliances for the purpose of establishing the sloyd system of manual training, $1,000," has been expended in part, there being a balance of $395.22 still available.

The educational work of this institution has been added to and improved by the adoption of the sloyd system of manual training, which has now been in use for two seasons. Much good is anticipated from the instruction the children receive in this direction. The school has had a competent teacher whose interest in the work has quickened the children to a surprising degree, and

many specimens of work done by them show that where proper selections are made a fair degree of manual dexterity may be expected from the feeble-minded.

Many applications for admission to the school are now on file, but as the school is filled to its utmost capacity these applications cannot be entertained unless vacancies occur through the removal of some who are now in attendance. During the past year 49 of the older inmates were transferred to the custodial asylums at Rome and Newark. These removals made places for an equal number of young children and also afforded an opportunity for an extension of the scholastic and manual training to a larger percentage of the whole number of inmates than was possible before. The policy of weeding out the older inmates, who have passed the age when special training is of permanent value, will be continued in order that room may be provided for children, and in time, by this means, the school be freed from the presence of all inmates who have passed the teachable period.

As this institution is a school for growing children of feeble mind and not a custodial asylum, this policy is the right one to follow. Circumstances in the past have compelled the school to assume somewhat of a custodial character, but the growth of the two custodial asylums for the feeble-minded, located at Rome and Newark, has made it unnecessary that the custodial feature be continued here.

The Fairmount farm, on which is a colony of older boys and grown men, has contributed a part of the supplies required by the institution. The well provided for by chapter 543, Laws of 1903, has been sunk and is equipped with a good windmill. A test of this well has shown that the flow of water will probably be sufficient for the general needs of the farm. As the old well

is contaminated and its water unsuitable for household needs, it is fortunate such an ample flow of water has been struck. The quality will be determined by an analysis as soon as possible.

This Board deems it unwise to maintain a colony of feeble-minded persons on this farm. It would be better to send those who have passed the period when instruction is profitable to the State Custodial Asylum at Rome, and if the farm be retained have the work done by employes.

This institution has suffered periodically from an outbreak of typhoid fever. Efforts have been made to find the cause of such outbreaks but apparently with no success, although the plumbing and drainage systems have been carefully examined and some work done thereon for improvement. To guard against the periodic prevalence of fevers this improvement should be continued until the entire system is renewed, for while some of the plumbing is apparently in good order, much of it is antiquated and needs to be replaced by the latest improvements.

The ventilation of the institution is not satisfactory. Chapter 543 of the Laws of 1903 appropriated $1,000 for the improvement of the ventilation, but more work will be required to put the institution in a proper condition than can be obtained for the small appropriation. The health of the entire population is dependent upon the sanitary equipment, and such an appropriation should therefore be made for plumbing improvements, including shower baths, and for ventilation as will make the sanitary equipment entirely safe.

A part of the steam-heating plant is worn out and dangerous. In order that there may be ample heat and that the boilers be maintained at a proper pressure two of the old boilers, which

have been in use from twenty-five to thirty years, should be replaced, and an appropriation will be required for that purpose.

The Board recommends for this institution the following appropriations, or so much thereof as may be necessary:

For two new boilers to replace those worn out and unsafe, $6,000; for dynamo, $1,500; for improvement to the plumbing and drainage, and for providing the various buildings of the institution with shower baths, $3,500; for improving the ventilation, $1,000; for general repairs and equipment, $1,000, making the special appropriations approved of, $13,000; maintenance appropriation, $84,000, making the total appropriations recommended, $97,000.

STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN, NEWARK, WAYNE COUNTY.

[Established 1878.]

This asylum has capacity for 515 inmates. The number of inmates October 1, 1902, was 465, and 71 were admitted during the year, making the total number under care 536. During the year 19 were discharged and 2 died, leaving the number present October 1, 1903, 515. The average number during the year was 491, and the average weekly cost of support, including the value of home and farm products consumed, $2.42; excluding this value, $2.26.

The receipts during the year ending September 30, 1903, were: From cash balance at the close of the previous year, $601.61; from special appropriations, $15,819.76; from unexpended appropriations of former years, $3,925; from general appropriations, $54,700; from all other sources, $271.28; total, $75,317.65.

The ordinary expenditures for the year were: For salaries of officers and employes, $25,077.93; for provisions, $15,227.02; for

household stores, $2,565.48; for clothing, $2,301; for fuel and light, $6,390.08; for hospital and medical supplies, $773.63; for shop, farm and garden supplies, $2,150.39; for ordinary repairs, $269.57; for expenses of managers and officers, $377.05; for remittance to State Treasurer, $271.28; for all other ordinary expenses, $2,776; total ordinary expenditures, $58,179.43.

The extraordinary expenditures were $15,819.76, of which $12,534.36 was for buildings and improvements, $2,117.73 for extraordinary repairs, and $1,167.67 for all other extraordinary expenses, making the total expenditures for the year, $73,999.19, and leaving as balance in cash at the close of the fiscal year, $1,318.46. The outstanding indebtedness was $176.71 for unpaid bills and the only asset was the balance in cash.

Of the ordinary expenditures during the year, 43.3 per cent. was for salaries, wages and labor, 26.3 per cent. for provisions, 4.4 per cent. for household stores, 4 per cent. for clothing, 11 per cent. for fuel and light, 1.3 per cent. for hospital and medical supplies, 3.7 per cent. for shop, farm and garden supplies, .5 of 1 per cent. for ordinary repairs, .7 of 1 per cent. for expenses of managers and officers, and 4.8 per cent. for all other ordinary expenses.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for maintenance and other necessary expenses, $62,000.

Chapter 589, Laws of 1903 (special act), appropriated for furnishing cottage G, $3,250; for fire-escapes for cottage G, $600; for cement walks and sewer for cottage G, $600; for pipe covering, $500; for fire-hose and carts, $350; for repairs and equipment, $1,500; for feed water purifier and connection, $1,900; for renovating cottage for superintendent and family, $900.

Chapter 599, Laws of 1903 (supply bill), reappropriated the

unexpended balance under chapter 359, Laws of 1901, for development of water supply, $4,626.60; for painting, $500; for sewage disposal plant and land for the same, $9,510.61.

The maintenance appropriation was $62,000; special appropriation was $9,600; reappropriation, $14,637.21, making a total of $86,237.21.

The great number of feeble-minded women in this State who need custodial care makes it necessary to enlarge this institution to its proposed maximum capacity at as early a day as possible. There are now 523 women of child-bearing age under the wholesome restraint imposed by residence in the asylum. To accommodate this number it is necessary, in the main building, to convert halls into dormitories and use third-story rooms, which in the event of fire would be exceedingly dangerous. If there were a sufficient number of cottages neither halls nor upper stories would have to be used as dormitories and the third floor could then be used for other purposes.

The completion and opening of the new cottage E permitted a reclassification of the inmates to some extent. In view of the fire danger some of the inmates were transferred to the cottage and part of the halls cleared of obstructions.

The new cottage F, now under way, will permit a continuation of classification, and in time there will be such a rearrangement of the population as will make it possible to manage the enlarged institution much more easily than ever before.

A number of women of the idiotic class were sent to the Rome Custodial Asylum during the year who had previously been in this institution, but who on account of arrival at the legal period had been returned to their homes. There are others who could be better cared for at the Rome institution if room were

available there, but, like this custodial asylum for feeble-minded women, the asylum for idiots is filled to its utmost capacity.

The relation between the three institutions intended for the feeble-minded is close and there must be transfers from one to another from time to time, so that ultimately the more hopeless cases may be committed to the Rome asylum. Fourteen feeble-minded girls were received from the Syracuse State Institution for Feeble-Minded Children during the year.

The system of State care enables the custodial asylum for feeble-minded women to receive many young women who, if permitted to be at large, must prove a destructive influence in the several communities of the State. It is sometimes difficult to draw the line between the feeble-minded and those possessed of normal powers, but it is always possible to distinguish those who are morally controllable from those whose moral natures, because of feeble-mind, are either weak or perverted. If feeble-minded they should be received whether diseased or immoral. It is the duty of the State to protect itself from increase in the number of the feeble-minded. Much of the pauperism and degeneracy of to-day is due to the failure to segregate and thus control the feeble-minded in the past. A single family of persons of this class has cost the State of New York more than has been spent for the buildings and maintenance of the custodial asylum since it was first established. The highest interests of the State are promoted by caring for women of this class during the child-bearing period, for the birth of degenerate children doomed to a life of dependence, if not crime, is thus prevented. The 523 women now under care would, if left to the indulgence of their propensities, give birth to at least 5,000 children during the period they will be retained in the asylum.

The ultimate expense to the State if only one-tenth of this number prove of criminal propensity is appalling, and the cost of the humane custody of these women is insignificant in comparison.

The enlargement of this asylum will enable the State to provide room for the many young women of the feeble-minded class now a menace to public welfare, and by enforced custodial care protect these mental defectives, for these unfortunates need protection from depraved men and women. For them there is no security equal to that of the custodial asylum. No other public or private institution can give the necessary attention, and even private homes, although guarded by the affection of relatives, are not safe refuges after the child-bearing period has arrived.

The growth of the institution requires the erection of a building to be devoted to school and industrial purposes. Such a building will permit rooms now used for sewing and other domestic industrial work to be transformed into dormitories, and thus a considerable number of new inmates can be accommodated through the erection of an industrial building.

The new building G, provided for by the Legislature of 1902, is expected to be completed by the summer of 1904 and then be ready for occupancy. A new cottage of the same size should be provided for by the Legislature of 1904 and one each year thereafter until the capacity of the institution has reached 1,000 inmates.

This Board is convinced therefore that there should be an appropriation for a new cottage dormitory H, and in asking also for an "industrial and school building" it is not believed that one only of the two asked for will be sufficient. Each has its own special function and both are urgently necessary. Although this institution is not a school, it requires facilities for indus-

trial training and such employment as will prove profitable, economical and in line with the general plan of the asylum. As many of the inmates are of an age to be benefited by a limited scholastic course, the building proposed should be adapted for school and industrial purposes, and thus cover the requirements.

A careful enumeration of the feeble-minded women who need custodial care shows that this institution must ultimately have a capacity large enough to accommodate properly 1,000 inmates and their necessary attendants. As the present capacity is only 515, cottages to accommodate about 500 more inmates will have to be built. If but one is erected each year the asylum will not reach its maximum capacity until 1910 or 1911, and in the meantime many feeble-minded women will be compelled to remain without necessary protection. It will be more humane and economical to provide for more than one cottage each year till the asylum is completed.

One cause of regret in connection with the development of this and other State charitable institutions is the prolonged delay in the preparation of satisfactory plans for buildings. In some instances more than three years have elapsed between the time appropriations were made and the approval of contracts for the buildings. Building F of this asylum, not yet one year in use, is of such poor construction that many repairs are needed.

The older buildings of the institution, known as A, B, C and D, have been in service so long that the plumbing requires renewal. The closets and bath tubs are no longer satisfactory, and for the protection of the general health such renewal should be made as will be most helpful. For this purpose an appropriation is recommended.

The development of the water supply has been under con-

sideration for a long time. In order to have an ample quantity of satisfactory water it will be necessary to purchase the right of way and to provide for the development of the supply. An appropriation is recommended for this purpose.

The extension of the water service and the construction of a cistern at E cottage are necessary. The time to put in water mains, to do the grading, to make the cisterns, walks, gutters, and clothes yards is while the general work of construction is going on. This work has been delayed, and now that cottage E is in occupancy it should receive attention at once. An appropriation is therefore recommended for the purposes specified.

The old propagating houses, immediately behind the original buildings, are no longer in a suitable location. The space enclosed by the dormitories and hospital should be opened up by the removal of the propagating houses. To enable this to be done will require a special appropriation.

The need of a satisfactory method for the disposal of sewage has been felt for a long time. The time has arrived when it is necessary to solve this problem without delay, and it is therefore recommended that an appropriation be made to enable the institution to dispose of its sewage properly.

The older buildings have insufficient bathing accommodations, and there is need of additional bathrooms in them. These should provide ample facilities for spray baths.

A new laundry with sufficient equipment to do the work for the asylum when it has reached its full size will be required. This need was presented in the last annual report, and the recommendation then made is renewed.

Some extraordinary repairs are also urgent. These are due to the rapid expansion of the institution, and for them, for pipe

covering and for work attending the promotion of heat economy, an appropriation of $2,300 will be necessary.

The installation of another dynamo and engine in addition to those which now furnish the light for the institution is the only way to assure safety from the danger of a complete breakdown of the machinery. The consequence of such a breakdown would be disastrous, and therefore it is recommended that another dynamo and engine be added to the equipment. The buildings now occupied tax the power of the present lighting plant. There is also one new building under way and more are to follow. It is necessary to make provision for additional power in time. The installation of one new engine and dynamo will provide for the contingencies of the immediate future, and it is therefore recommended that an appropriation be made for this purpose.

The Board recommends for this institution the following appropriations, or so much thereof as may be necessary:

For cottage dormitory G, $32,000; for an industrial and school building, $10,000; for an additional dynamo and engine, and installation of the same, $3,500; for a new laundry and laundry equipment, $22,000; for renewing the plumbing and closets in buildings A, B, C and D, $2,500; for cistern at E cottage and extending water mains for city water to cottage G, and for grading, walks, roads, gutters, and clothes yards, $1,700; for the removal and repair of propagating houses, $500; for pipe covering and work attending the same, $300; for sewage disposal, $5,000; for the development of the water supply and purchase of right of way, $3,000; for extraordinary repairs, $2,000, making the special new appropriations approved of $82,500; maintenance appropriation, $65,000; total appropriations recommended, $147,500.

THE ROME STATE CUSTODIAL ASYLUM, ROME, ONEIDA COUNTY.

[Established 1893.]

The asylum has at present capacity for 650 inmates. The number of inmates October 1, 1902, was 550, and 148 were admitted during the year, making the total number under care 698. Of these 27 died and 34 were discharged, thus leaving 637 present October 1, 1903, of whom 403 were males and 234 females. The average number during the year was 622, and the average weekly cost of support, including the value of home and farm products consumed, $2.98; excluding this value, $2.74.

The receipts during the year were: From special appropriations, $21,888.36; from general appropriations, $89,500; from all other sources, including $48.94 from sales of farm and garden produce and $488.54 from individuals for the support of inmates, $715.18; total, $112,103.54.

The ordinary expenditures were: For salaries of officers, $4,757; for wages and labor, $32,369.08; for provisions, $21,066.03; for household stores, $2,519.35; for clothing, $5,889.21; for fuel and light, $14,349.43; for hospital and medical supplies, $325.34; for shop, farm and garden supplies, $4,479.90; for ordinary repairs, $545.44; for expenses of managers, $456.04; for remittance to State Treasurer, $715.18; for all other ordinary expenses, including payment of an overdraft of $100.23 the previous year, $2,004.41; total, $89,476.41.

The total extraordinary expenditures were $21,888.36 for buildings and improvements, making the aggregate expenditure for the year $111,364.77, and the cash on hand October 1, 1903, $738.77.

Of the ordinary expenditures 41.9 per cent. was for salaries, wages and labor, 23.8 per cent. for provisions, 2.8 per cent. for

household stores, 6.6 per cent. for clothing, 16.2 per cent. for fuel and light, .4 of 1 per cent. for hospital and medical supplies, 5.1 per cent. for shop, farm and garden supplies, .6 of 1 per cent. for ordinary repairs, .5 of 1 per cent. for expenses of managers, and 2.1 per cent. for all other ordinary expenses.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for maintenance, $103,700.

Chapter 599, Laws of 1903 (supply bill), appropriated for deficiency in maintenance for the fiscal year ending September 30, 1903, $9,000.

Chapter 572, Laws of 1903 (special act), appropriated for concrete floor and elevator in cold storage building, $400; for flagstaff, $180; for remodeling buildings B and E, additional appropriation, $8,500; for steel ceilings in buildings B and D, $2,600; for new feed pump and connections, the necessary valves, boxing-in the galvanized iron ducts in building F, water heater in stable, water heater in farm cottage, and installing registers in heat flues in three buildings, $1,300.

Chapter 599, Laws of 1903 (supply bill), reappropriated the unexpended balances of former appropriations under chapter 700 of the Laws of 1901 for addition to boiler house, $1,654.75; for dynamo and engine for 1,500 lights and all connections, $3,349.79; for electric wiring and fixtures for ward building G, $849.45; for fencing, $357.65; for feed water heater, $360; for new floors, doors and windows throughout building B except in administration portion, $3,500; for furniture and equipment for administration building, ward buildings F and G and other buildings, $315.59; for heating and ventilating ward building G, $101.91; for installing night watchman's clock system, $304.75; for painting, repairs and betterments, steel ceilings in wards

three, seven and nine of building D, $1,143.50; for steel beams, brick arch construction and new floors in bathrooms of buildings B, C, D and E, $1,491.70; for stock and utensils for farm, $341.06.

The maintenance appropriation was $103,700, the special appropriation $12,980, the reappropriation $13,770.15, making a total of $130,450.15, exclusive of the deficiency appropriation for maintenance.

Of the unexpended balances reappropriated by chapter 599 of the Laws of 1903 the following disposition had been made up to the close of the fiscal year: For "electric wiring and fixtures in building G," $358.82 was expended, leaving available $490.63. For "heating and ventilating building G," $916.41 has been expended and a balance of $81.23 remains. For "an addition to the boiler house," $623.57 was spent and $1,031.18 remains. For "installing watchman's clock system," the appropriation was $750, of which $35 is left. For "feed water heater," of $1,800 appropriated there remains $6.81. For "farm stock and utensils," $242.63 was disbursed and $225.81 is still available. The entire appropriation of $357.65 "for fencing" has been expended. For "dynamo, engine and connections," of the $6,676.37 available at the beginning of the year, $5,502.18 were spent, leaving a balance of $1,174.19. The appropriation of $3,500 "for floors, doors and windows," is still intact, as also $1,143.50 available "for painting, repairs, steel ceilings for wards three, seven and nine of building D." The appropriation of $1,491.70 "for steel beams for bathrooms" has been expended, as is also the case with that "for painting the walls of the administration building," $500. The appropriation "for a mortuary building," $2,490; "for cylinder locks in buildings D and

tered throughout the State, in addition to those in this institution, who ought to receive custodial care. It is impossible to care for them properly in private homes where many of them are kept. The almshouses are not intended for the idiotic, and their presence in such institutions is a constant menace to safety and moral welfare.

In support of the views here presented the Board submits for the consideration of the Legislature the action of two bodies especially qualified to form a correct judgment in this matter.

At the thirty-third annual convention of the County Superintendents of the Poor of the State of New York, held at Thousand Island Park, June 23, 24, 25 and 26, 1903, the County Superintendents of the Poor unanimously adopted the following resolution:

"Whereas, There is a large number of feeble-minded, idiotic and epileptic persons confined in the almshouses of the State or residing at their homes where it is impossible to give them necessary and proper care, therefore be it

"*Resolved*, That this convention of Superintendents of the Poor most respectfully urges upon the Legislature of the State of New York the importance and necessity of providing adequate accommodations in the State institutions at Rome, Syracuse and Sonyea for these most unfortunate people."

The State Conference of Charities and Correction at its recent session in Buffalo adopted the following resolution of similar character, after a discussion which showed that in the opinion of those most familiar with the charitable problems of the State ample provision for the care of the idiotic is a most pressing need at this time:

"Whereas, There are now on the waiting list of the Rome Custodial Asylum 317 suitable and approved applications for admission besides 100 pending cases to be transferred from the Syracuse Institution for Feeble-Minded Children;

"And Whereas, In many instances these feeble-minded children are a serious burden upon their families and upon the community, and are in

many cases actually costing the county upon which they are charges from $4 to $6 per week, while the expense of their maintenance at Rome would not be more than $3 per week;

"And Whereas, Many of these individual cases are constantly becoming less amenable to training methods, and thus more burdensome;

"And Whereas, Under existing conditions county officials are unable to comply with the State law, which specifically prohibits the care of this class in almshouses;

"And Whereas, No effective steps have been taken to increase materially the capacity of the institution at Rome within the past three years;

"*Wherefore, be it Resolved*, That this Conference urge upon every member of the Legislature, and upon the Governor, the pressing necessity for the provision of accommodations for at least 200 additional inmates, which would be only one-half the urgent cases now seeking admission;

"*And Resolved*, That the Secretary of the Conference be instructed to send a copy of these resolutions to the Governor and the members of the Legislature, as well as to the County Supervisors and to County Superintendents of Poor."

The County Superintendents are charged under the law with the duty of placing these unfortunates under proper care, and the State Conference is composed of public officials, earnest, devoted citizens and expert workers in the cause of charity.

The function of this asylum is humane—the protection of a most unfortunate class of persons who need special care and without it are liable to become the subjects of criminal abuse. The State protects itself when it properly cares for them, for their custodial segregation prevents an improper increase in the number of the feeble-minded. It has been demonstrated in this institution that a great change for the better can be made in the condition of idiots even of the lowest grade. Humanity demands that they shall have the treatment and training they need, and for this reason the State Board of Charities strongly recommends the enlargement of this institution.

The reconstruction of the old almshouse group of dormitories is now under way, but the work is necessarily slow and it interferes with the ordinary routine, as it compels the shifting of the

population from time to time to make way for the workmen. A new group of dormitory buildings should be provided for by the Legislature of 1904. One of these should be arranged as a home for the employes when not on duty. It should have accommodations for 100, which should be the capacity also of the proposed dormitory J in which men are to be kept. Under present conditions the employes are practically in closest association with the inmates day and night, and to many the nervous tension becomes unbearable, resulting in constant changes of attendants. This constant change is undesirable and disorganizing. It can only be avoided by providing a suitable building, separated from the inmates' dormitories, so that attendants may have complete relief from the strain of duty and from the sight of helplessness so trying, especially to women.

There is also urgent need of a hospital for inmates suffering from acute attacks of disease. The sick have now no special accomodations; they receive attention in the general dormitories. This asylum is so large and its inmates of such character that a hospital sufficient for at least 50 patients and their attendants is a necessity. The sick are now kept in crowded surroundings, where the air is vitiated, where quiet cannot be maintained, and where it is difficult to administer to their needs with certainty and safety. There is no proper place for surgical operations, nor for the care of instruments and dressings, and under these circumstances every operation is doubly dangerous.

In all institutions of this character provision must be made for the employment of the inmates. In order to utilize the available labor as much as possible, there is need of a building specially arranged for indoor workers. In this building sewing rooms may be arranged; dressmaking and tailoring be carried

on, and there should be. shops where shoemaking and repair work can be undertaken. In addition to the economic advantage, scientific and humane care of the feeble-minded requires for them forms of light employment as a means of health and mental stimulation, and in such a building there could be installed also a manual training class.

An appropriation was recommended last year for a general storehouse, which is a prime necessity for an institution as large as this, but in an industrial building such as is suggested both the first floor and the basement could be used for the general storehouse and storeroom. In this building, with a proper equipment, the Board of Managers and the Superintendent state that all the clothing for men and women might be manufactured, so that in the end the investment would prove very satisfactory by reason of the decreased cost of supplies which will follow the employment of the inmates.

The laundry accommodations are greatly overtaxed and cannot meet present needs. It is impossible to wash the clothes and return them to the wards as promptly as is desirable. There is need of increased space for ironing, and, as many more of the inmates are able to do good work in the laundry, it should be so enlarged and equipped that the work can be done properly and promptly. The necessity for this improvement is apparent in view of the certain enlargement of the institution.

During the past year the institution raised $2,920 worth of dairy supplies, on which there was, at current prices, a profit to the institution of about $1,500; but the additions to the population necessitates an increase of the milk supply. To provide this economically the enlargement of the stable facilities is suggested. All the milk needed by the inmates should be produced

on the farm if possible to do so economically. For the younger and more feeble patients, milk is one of the best and cheapest articles of food which can be supplied. Increased stable facilities for necessary stock should be provided.

The plaster walls in none of the new buildings (except building A) have ever been painted, and in many instances, for lack of this protection, the plaster is disintegrating. The walls of the dining-rooms, kitchen building, amusement hall and other places have been in use several years without paint and have now become exceedingly dingy. The steel ceilings must be painted to preserve them from rust and the walls for the sake of cleanliness. An appropriation is recommended for this purpose.

It is desirable that the work of fencing, ditching and grading be pushed as rapidly as possible. A number of the line fences are in such condition that there is considerable loss each year due to cattle breaking into the fields and destroying crops. The work of grading should be continued and the low, wet places be drained. This work will require an appropriation of $2,500.

In connection with the improvements now going on in buildings B and E, additional furniture is needed to accommodate the enlarged population to be cared for therein. Some extraordinary repairs to the buildings are urgent, such as repairs to old tin roofs, to the water tower, and to the walls and stone work, and to make them, an appropriation is recommended.

The water mains in the conduit have become badly rusted, in places they are eaten through and the old wrought iron pipes will soon become useless. A serious break is liable to occur at any time, and the resulting damage to the buildings by flooding may be much greater than the amount now required to construct a new main of strong galvanized iron. An appropriation is

therefore recommended for a new water main throughout the conduit, for a new pipe through which the water may return from radiator condensation, and also for the extension of the service pipe for fire protection to the piggery and henhouse.

The Board recommends for this institution the following appropriations, or so much thereof as may be necessary:

For ward building J, to accommodate 100 men, $52,860; for a hospital for acute diseases (the capacity to be 50 beds), $25,000; for employes cottage to accommodate 100 persons, $40,000; for an industrial building, $30,000; for an addition to the laundry, $6,000; for enlargement of facilities for keeping the necessary farm stock, $5,000; for painting, repairs and betterments, $6,000; for fencing, ditching and grading, $2,500; for extraordinary repairs, $2,000; for water pipe, hydrants and return water pipes, $3,790, making the special new appropriations approved of, $173,150; for maintenance appropriation, $103,000, making the total appropriations recommended, $276,150.

CRAIG COLONY, SONYEA, LIVINGSTON COUNTY.

[Established 1894.]

The Colony has at present capacity for 830 inmates. The number of inmates October 1, 1902, was 826, and 160 were admitted during the year, making the total number under care 986. Of these 107 were discharged and 48 died, thus leaving 831 present October 1, 1903, of whom 483 were men and boys and 348 women and girls. The average number present during the year was 825, and the average weekly cost of support, including the value of home and farm products consumed, $3.76; excluding this value, $3.28.

The receipts during the year ending September 30, 1903, were:

From cash balance at the close of the previous year, $3,240.14; from special appropriations, $46,755.64; from general appropriations, $136,500; from the sale of farm and garden produce and miscellaneous sales, $3,516.72; from counties, towns and cities, $7,749.66; from individuals for the support of inmates, $978.90; from all other sources, $86.81; total, $198,827.87.

The ordinary expenditures were: For salaries of officers, wages and labor, $58,160.09; for provisions, $35,992.15; for household stores, $4,614.25; for clothing, $6,642.33; for fuel and light, $22,219; for hospital and medical supplies, $1,561.78; for transportation and traveling expenses, $170.21; for shop, farm and garden supplies, $5,376.62; for ordinary repairs, $1,313.87; for expenses of managers, $1,438.91; for remittance to State Treasurer, $12,245.28; for all other ordinary expenses, $2,995.23; total, $152,729.72.

The extraordinary expenses were: For buildings and improvements, $37,570.41; for extraordinary repairs, $6,070.47; for all other extraordinary expenses, $3,114.76; total, $46,755.64, making the aggregate expenditures for the year, $199,485.36.

The assets October 1, 1903, were $591.87 due from counties, cities and towns for clothing, and $34.80 due for sale of products of the farm; total, $626.67.

Of the ordinary expenditures 41.4 per cent. was for salaries, wages and labor, 25.6 per cent. for provisions, 3.3 per cent. for household stores, 4.7 per cent. for clothing, 15.8 per cent. for fuel and light, 1.1 per cent. for hospital and medical supplies, 3.8 per cent. for shop, farm and garden supplies, .1 of 1 per cent. for transportation and traveling expenses, 1 per cent. for ordinary repairs, 1 per cent. for expenses of managers, and 2.2 per cent. for all other ordinary expenses.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for maintenance, $140,000, and chapter 599, Laws of 1903 (supply bill), appropriated for maintenance, $15,000.

Chapter 585, Laws of 1903 (special act), appropriated for dormitories, $40,000; for a pavilion for communicable diseases, $2,500; for furnishings, $5,000; for sewage disposal, $2,000; for surgical and medical books and instruments, $600; for repairs and equipment, $4,000; for annex to present laundry, $4,000; for steam conduit to women's infirmary, $1,500; total, $59,600.

Chapter 599, Laws of 1903 (supply bill), reappropriated the unexpended balances of former appropriations under chapter 330 of the Laws of 1901 for clearing and draining farm land and for fruit trees and vines, $337.60; for four cottages for employes, $2,536.30.

The maintenance appropriation was $155,000; the special new appropriations amounted to $59,600; the reappropriations, $2,873.90, making the total appropriations, $217,473.90.

The unexpended appropriations and balances left of appropriations made in previous years were disposed of as follows: Chapter 330 of the Laws of 1901 made a number of appropriations of which small balances remained at the beginning of the fiscal year. These have since been expended. Besides these small balances the same chapter made an appropriation for a brick conduit, of which $1,907.84 remained on October 1, 1902. During the year $1,892.97 of this has been expended. A balance of $370.79 of an appropriation for medical books and surgical supplies, made by the same chapter, was available at the beginning of the fiscal year; this has been expended. Of a balance of $925.70 available October 1, 1902, for storage reservoir and water drain, under chapter 330 of the Laws of 1901, there has

been expended $919.39. The same chapter made an appropriation of $4,000 for four cottages for employes; of this amount $1,463.70 was expended, and the balance reappropriated by chapter 599 of the Laws of 1903, of which there remains unexpended $38.20. Chapter 425 of the Laws of 1902 made an additional appropriation of $1,450 for the four cottages for employes, of which sum there remains unexpended $437.75. Chapter 425 of the Laws of 1902 also reappropriated for additional dormitories the balance of $88,456.31 left of the appropriation of $90,000 made by chapter 330 of the Laws of 1901; of this reappropriation the sum of $20,566.70 has been expended upon the infirmaries, leaving an available unexpended balance of $67,889.61. The same chapter reappropriated the balance left, under chapter 330 of the Laws of 1901, for furnishing cottages and dormitories; of this reappropriation $1,367.08 has been expended, leaving still available $4,024.27; $337.50 of the balance under chapter 425 of the Laws of 1902, amounting to $482.25, has been expended. There also remains available, under the same chapter, for the purchase of farm teams, $298. An appropriation for general repairs was made by chapter 425 of the Laws of 1902, of which at the beginning of the fiscal year $2,742.78 was available; of this amount there is a balance of $71.53. Under the same chapter an appropriation was made for a steam disinfecting plant, of which $1,380 was expended, leaving available a balance of $45.50. The same chapter (425) made an appropriation of $800 for an additional brick kiln, of which there remains $5.25; $3,426.45 has been expended of an appropriation of $7,500 for a bridge across Kishaqua creek, provided for by chapter 425 of the Laws of 1902; there remains of this appropriation an unexpended balance of $4,073.55. Under the same chapter, for fire

protection $911.30 has been expended of the appropriation of $1,000. That for painting the interior walls, $1,350, has all been disbursed, as was also the appropriation of $1,000 for resetting and repairing boilers. The same chapter appropriated $1,200 for a root cellar, of which $1,196.60 has been expended; $500 was appropriated for repairs to grain barns, and this amount has been expended. Under this chapter (425 of the Laws of 1902) an appropriation of $2,500 for cottages for employes was made. At the close of the fiscal year there remained unexpended a balance of $904.15. Chapter 585 of the Laws of 1903 appropriated $600 for medical books and instruments, of which amount $564.05 remains available. The same chapter appropriated $4,000 for repairs and equipments, of which there remains available $2,890.41; $40,000 appropriated for the erection of four cottages in the Villa Flora group, by chapter 585 of the Laws of 1903, remains available. For clearing and draining land and for fruit trees, there remained October 1, 1902, $337.60, which was reappropriated by chapter 599 of the Laws of 1903, and this amount is still unexpended. The other appropriations made by chapter 585 of the Laws of 1903, as enumerated above, remain available.

During the fiscal year ending September 30, 1903, there was a gain of only five patients in the Colony. On October 1, 1902, the inmate population was 826, and on October 1, 1903, it was 831. The reason for this small increase of patients is that the accommodations at the Colony are now taxed to their utmost. No more inmates can be taken before the spring of 1904, when it is expected that there will be room for 200 more patients. The infirmaries should be completed by that time, and it is the intention of the managers to transfer to them then the more helpless

patients from the other buildings. Vacancies caused by death or removal will be filled in the meantime.

On the first of October, 1903, there were 390 approved applications on file in the office of the superintendent. The census of dependent epileptics taken on the first of October, 1902, showed 612, and of these at least 500, including those whose applications are on file, are awaiting the completion of dormitories.

Of the present population 483 are males and 348 females. The death-rate during the year has been 5.81 per cent., of which 18 per cent. was due directly to tuberculosis. A comparison of the death-rate with that of previous years shows that an annual rate in the neighborhood of 6 per cent. has been established.

There have been no additions to dormitory accommodations during the year. The appropriation originally made in 1901, intended for additional cottages, has been used, in part, for additions to the infirmaries. The work upon these is under way, but as stated above will not be completed before the spring. The remainder of the appropriation will be used for new cottages when the plans have been approved and contracts for the buildings made.

As stated, the completion of the additions to the infirmaries will permit the reception of about 200 additional patients. This will not greatly relieve the pressure for admission by dependent epileptics, and it will be necessary to make additional provision for the large number who are now cared for in homes, almshouses and other institutions throughout the State. It is important that such additional accommodations be provided as rapidly as possible. The delays of the past should not be repeated in the future. Contracts made should be completed within the specified time,

or the State exact the full penalty for failure. The plans for new dormitories should be prepared in advance as duplicates of those heretofore approved and the work thus be expedited. Unless this policy be followed it will be impossible to comply with the intention of the law creating the Colony. This is the removal of all epileptics from the almshouses of the State.

It has come to be understood that in the natural development of the Colony there will have to be a division of the patients into two main groups, one of which must be distinctly custodial. The organization of a custodial department will permit a separation of the incurable, the demented and the helpless from patients for whom there is hope. Out of a total of 1,286 patients received by the Colony prior to October 1, 1902, there were 643 wholly incurable. This large percentage of the total population belongs therefore to the custodial class, and the separation of these persons from the others by removal to a considerable distance will relieve the constant embarrassment under which the curative treatment proposed for the others now suffers. In many, the disease has progressed to such an extent that the only thing to be done is to give them such humane care as is possible. For such custodial patients it has been suggested that wooden buildings of an inexpensive character should be provided, the per capita expenditure for which need not exceed $250. Such buildings removed to a considerable distance from the main Colony group, could be managed by the general staff without any difficulty.

The need of the Colony for better roads and walks between the several groups of buildings is very pressing. Considerable work has been done in this line, but during the spring, autumn and winter season communication continues difficult. Much will

have to be done before the walks and the roads are satisfactory and an appropriation should be made for this purpose.

Progress is noted in the educational work of the institution, but this work is capable of considerable enlargement. The primary school for girls has continued during the year, but there has been some interruption of the sloyd school for the boys. This school, however, has resumed its work under a new teacher, and will doubtless show gratifying results. For the boys who cannot be received in the sloyd class, another teacher should be employed.

In the line of industrial training there is also room for extension. Large numbers of patients could be employed to advantage on the grounds if there were a sufficient number of attendants to look after them. The work upon the farm and in the garden, as well as in the shops, has demonstrated the profitable and healthful character of employment to the patients, and in the extension of the Colony opportunities for industrial occupations should be provided along with the additional facilities for the reception of patients.

The dormitories remain inadequately furnished. The Colony needs beds, chairs, crockery and kitchen utensils, and on account of the prospective growth furniture should be supplied in abundance. Such things as give the cottages a touch of home life are desirable, for many of the patients must have a permanent home in the Colony.

Some of the buildings have been renovated during the year, but more work of this kind is necessary, and therefore for painting the infirmaries and the Village Green buildings a small appropriation will be required.

The lack of sufficient rooms for attendants has been seriously

felt for some time. In the administration building the attic has never been finished. It is proposed to arrange four rooms in it, which can be done at a cost of about $800. This will provide for several attendants.

The time has come when the heating problem is exceedingly important. With the prospect of immediate enlargement it is suggested that there will be an economy in connecting the Villa Flora and Village Green groups by a brick conduit with the main heating plant. This can be done at an estimated cost of $22,950. In the end this expenditure will be returned in the saving, while the greater safety of the central system will also commend itself as desirable.

The Board recommends for this institution the following appropriations, or so much thereof as may be necessary:

For the erection of new dormitories for patients now in almshouses, $100,000; for a conduit for steam pipes from the power house to the women's group, and to connect the buildings on the Village Green, $22,950; for painting the interior walls of four buildings on the Village Green and the two infirmaries, $1,500; for finishing off four rooms in Sonyea Hall, $800; for medical and scientific books, apparatus and instruments for the laboratory and hospital, $2,500; for four cottages for employes, $6,000; for materials, apparatus and labor for road construction, walks, grading and planting, $12,000; for a card index system for the medical department, $350; for moving and repairing Chestnut Cottage, $1,200; for repairs and additions to steward's house, $1,000; for verandas on four buildings in women's group, $1,800; for a brick bake oven for a population of 2,000, $1,500; for repairs and equipment, $5,000, making the special appropriations approved of, $156,600; maintenance appropriation, $160,000, making the total appropriations recommended, $316,600.

NEW YORK STATE SOLDIERS AND SAILORS' HOME, BATH, STEUBEN COUNTY.

[Established 1878.]

This institution has capacity for 1,950 inmates. The number of members October 1, 1902, was 1,721, exclusive of 378 enrolled but absent; the admissions during the year were 902; total for the year, 3,001. There were 791 discharged and dropped out during the year; 134 died and 358 were absent, thus leaving at the close of the year 1,718 actually in the institution.

The average number present during the year was 1,685, and the average weekly cost of support, including the value of home and farm products consumed, $2.68; excluding this value, $2.55.

The total receipts of the institution for the fiscal year ending September 30, 1903, were: Cash balance of the previous year, $99,283.71; from special appropriations, $32,759.71; from general appropriations, $225,000; from all other sources, $1,520.25; total, $358,563.67.

The ordinary expenditures were: For salaries of officers, wages and labor, $70,871.34; for provisions, $83,743.55; for household stores, $4,804.45; for clothing, $15,724.00; for fuel and light, $29,859.96; for hospital and medical supplies, $4,257.65; for transportation and traveling expenses, $562.72; for shop, farm and garden supplies, $5,821.80; for ordinary repairs, $1,030.56; for expenses of trustees, $615.29; for remittance to State Treasurer, $1,990.18, of which $469.93 lapsed from appropriation for maintenance; for all other ordinary expenses, $6,760.98; total, $226,042.48.

The extraordinary expenditures were $92,987.62 for buildings and improvements, making the aggregate expenditures for the year $319,030.10, and leaving a cash balance of $39,533.57 October 1, 1903.

Of the ordinary expenditures during the year, 31.6 per cent. was for salaries, wages and labor; 37.3 per cent. for provisions; 2.1 per cent. for household stores; 7.2 per cent. for clothing; 13.3 per cent. for fuel and light; 1.9 per cent. for hospital and medical supplies; .2 of 1 per cent. for transportation and traveling expenses; 2.6 per cent. for shop, farm and garden supplies; .4 of 1 per cent. for ordinary repairs; .3 of 1 per cent. for expenses of trustees; 3.1 per cent. for all other ordinary purposes.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for maintenance and the transportation of applicants for admission, $235,000.

Chapter 584, Laws of 1903 (special act), appropriated for repairs and equipment, $4,000; for connecting corridor between new barracks and hospital, $680; for increasing cooking apparatus in kitchen to provide for convalescent barracks, $500; for filling and grading between hospital and new barracks, and in rear of the hospital and chapel and at low ground near entrance, $2,000; for second-hand store, tailor shop and clothes cleaning department, $2,500; for additional work on barracks, $2,250; for cement walks, $1,000.

Chapter 599, Laws of 1903 (supply bill), appropriated for ventilation of barracks, $3,500.

Chapter 599, Laws of 1903 (supply bill), reappropriated the unexpended balances under chapter 709 of the Laws of 1901 for construction of an addition and for the general reconstruction of the boiler house and dynamo rooms, $6,351.99; for filling and grading grounds around barracks, $70.60; for the reconstruction and repairing of electric plant, $9,907.12.

The maintenance appropriation was $235,000; the special appropriation $16,430; the reappropriation $16,329.71; making a total of $267,759.71.

All the appropriations enumerated have been or are being expended under contract. The contract work upon the convalescent hospital was finished during the year, and that building is now in service. The work upon the reconstruction of the steam plant has been continued, and many repairs of a general nature made.

The average number of members of the Home present during the year was 1,685, an increase of 4 over the average of the preceding year. The total enrollment was 3,001, which was 23 less than that of the preceding year.

Up to the time when the new convalescent hospital was opened for the reception of patients, the Home was filled to such an extent that there was uncomfortable crowding in several of the barracks. Many men were compelled to sleep in basements during the winter of 1903, as in previous years, and until such time as discharges made vacancies in the several dormitories this continued. These basements are unsanitary and entirely unfitted for dormitory purposes; they are used by the men as smoking rooms during the daytime, and the air becomes very impure. The convalescent hospital will accommodate about 300 men, and, as it is now in service, there is no reason for placing men in the basements, as the occupants are to be taken mainly from the general dormitories.

The "Snug Harbor" is located in one of these basements, and, as it is in no way suitable for disciplinary purposes, provision should be made for its removal to a suitable building wherein the members of the Home needing disciplinary restraint for their own protection and for the enforcement of the rules and regulations, may be cared for under conditions conducive to health.

The general work of this Home has been very satisfactory during the past fiscal year. The conduct of the members, the ordinary routine, and the discipline, reflect credit upon those in charge. There are many improvements which should be made, and for these appropriations are necessary.

One of the most important of these improvements is provision for the segregation of patients suffering from tuberculosis. Under present conditions these unfortunate patients are scattered throughout the several barracks. Although many are in the hospital under treatment, all such are in an advanced stage of the disease. The others now use the general dormitories, receiving such medical attention at the daily sick calls as they require. The wards devoted to tuberculosis patients in the general hospital are overflowing, and as these connect directly with the main hall of the hospital the patients in all other wards are endangered. If one of the barracks could be solely devoted to members suffering from tuberculosis, it would be for the benefit of all the other members of the Home.

It is proposed to convert barrack C annex into such a tuberculosis hospital, and an appropriation of $5,000 is asked for that this may be done.

The old bakery is too small for the present population, and the ovens are beyond repair. A new building will be necessary, the upper floor of which can be used for other purposes. As large quantities of flour have to be kept in storage, always at least enough for a month, this building should be arranged so as to give ample room for this purpose.

The number of deaths shows the necessity of a convenient and properly equipped morgue. This has been requested a number of times. At the present time there are no conveniences for

caring for the bodies of the dead, nor for necessary laboratory work. The lack of a building of this character is a very serious inconvenience, especially during warm weather when bodies must frequently be held a number of days awaiting the arrival of friends of the dead to take the bodies elsewhere.

The old cemetery is now filled, and additional ground adjoining should be prepared at once for a new cemetery. The Longwell farm, which adjoins the old cemetery grounds, can part with ten acres, and this land will be sufficient for the present. To purchase and grade these ten acres, and prepare them for cemetery purposes, will require an appropriation which this Board recommends.

The necessity of a suitable disciplinary building for the temporary detention of men unable to care for themselves and in such condition that they cannot be safely placed in the dormitories, has been spoken of for several years. More than ever is such a building needed. The increasing population makes it absolutely necessary to provide decent and comfortable quarters for those whose detention is desirable.

The main laundry requires additional facilities for its service, and a metallic drying room wherein clothes can be quickly dried is necessary. A small appropriation will provide this.

Besides this improvement to the main laundry, the additional hospital population necessitates the installation of a 40-horse power engine to drive the present and new machinery in the hospital laundry. The present machinery is no longer capable of accomplishing the large amount of daily washing promptly and efficiently. There should be additions, and, that these may be put into immediate service, the engine will be required, and an appropriation is recommended therefor.

The plumbing and sanitary fixtures in barracks A, B and C require renovation. From year to year something has been done in the different barracks to tide temporarily over emergencies of this character, but in a number of the dormitory buildings the plumbing and sanitary equipment is in such condition that it should be entirely renewed.

In addition to the plumbing and fixtures in the three barracks mentioned, the hospitals require bathing facilities. The new convalescent hospital was planned for three hundred men, and yet no bathing facilities were installed. The sick and feeble men who are in it are compelled to go to the general bathhouse. There should be three spray baths in this building (one on each floor), and one in the old hospital. These additions to the general sanitary equipment will require an appropriation.

The enlargement of the hospital population, consequent upon the opening of the new convalescent barrack, has made the hospital kitchen much too small for the work which must be done therein. An addition to this kitchen, arranged for dish-washing and cold storage, will open up space on the main floor now occupied by dish racks and tables, and thus practically enlarge the kitchen sufficiently to meet present demands. An appropriation is recommended for this purpose.

The continuation of alterations and improvements in the heating and power plant is necessary. This is such a large plant, and there are so many constant demands upon it, that it has not been feasible to make all the needed alterations at one time, hence the yearly requests for appropriations are for so much of the alterations and improvements only as can be accomplished within the year. For these alterations and improvements this Board recommends an appropriation.

The continuation of general repairs to the buildings and the improvement of the grounds will necessitate further appropriations. There is much work of this character to be done, and the longer it is delayed the more expensive it will be. For this reason the appropriation should be sufficient to cover fully these general repairs to the older buildings and provide something for the improvement of the grounds besides.

The continuation of the cement walks throughout the grounds is necessary. During the year much work of this character has been done, and as the walks have been extended from time to time their advantage over the graveled paths has been clearly proven.

The horse stables and wagon sheds for the work horses are very much dilapidated and require renewal. In addition the carriage house is old, unfortunately located, and unsanitary. For these reasons an appropriation is recommended for new stables for the work horses and a new carriage house with its attached stable.

The upper floor of barrack G has two dormitories separated by a hall. One dormitory has a fire escape; the other has not. A fire starting below might cut off the latter dormitory from all means of escape. The building should therefore be equipped with an additional fire escape.

The Board recommends for this institution the following appropriations, or so much thereof as may be necessary:

For general repairs to the buildings and improvements to grounds, etc., $8,000; for plumbing and fixtures in barracks A, B and C, $4,000; for new bakery building, $5,500; for spray baths in convalescent and old hospitals, $1,000; for addition to hospital kitchen for dish-washing room and cold storage, $1,650; for a

new morgue, $1,800; for metallic drying room in main laundry, $1,100; for installing a 40-horse power engine to drive present and proposed new machinery in hospital laundry, $1,050; for new carriage house and stable, $2,500; for horse stable and wagon shed for work horses, $3,300; for house of detention or lock-up, $2,500; for purchase and grading of ten acres on the Longwell farm adjoining the old cemetery, to be used as an addition thereto, $2,000; for cement walks, $1,000; for alterations and improvements in engineer's department, $18,825; for converting barrack C annex into a tuberculosis hospital, $5,000; for fire-escape on barrack G, $500, making the special new appropriations approved of, $59,725; maintenance appropriation, $250,000; making the total appropriations recommended, $309,725.

NEW YORK STATE WOMAN'S RELIEF CORPS HOME, OXFORD, CHENANGO COUNTY.

[Established 1894.]

The Home has capacity for 150 inmates. The number of inmates present October 1, 1902, was 125 and 90 were admitted during the year, making the total number under care 215. During the year 18 died and 47 were discharged, leaving 150 inmates October 1, 1903, of whom 40 were men and 110 women. The average number for the year was 141, and the average weekly cost of support, including the value of home and farm products consumed $3.93; excluding this value, $3.60.

The receipts for the year ending September 30, 1903, were: From cash on hand at the beginning of the year, $428.93; from special appropriations, $23,918.40; from general appropriations, $26,700; from sale of farm and garden produce, $80; total, $51,127.33.

The ordinary expenditures during the year were: For salaries of officers, $1,500; for wages and labor, $7,816.50; for provisions, $6,156.09; for household stores, $638.67; for clothing, $844.43; for fuel and light, $5,504.35; for hospital and medical supplies, $652.13; for shop, farm and garden supplies, $1,677.30; for ordinary repairs, $96.41; for expenses of managers, $757.94; for remittance to State Treasurer, $80; for all other ordinary expenses, $706.26; total, $26,430.08.

The extraordinary expenditures are reported as $23,734.40 for buildings and improvements, making the total ordinary and extraordinary expenditures for the year, $50,164.48, and leaving $962.85 as balance in cash at the close of the fiscal year. There was no outstanding indebtedness.

Of the ordinary expenditures, 35.3 per cent was for salaries, wages and labor, 23.3 per cent. for provisions, 2.4 per cent. for household stores, 3.2 per cent, for clothing, 20.9 per cent. for fuel and light, 2.5 per cent. for hospital and medical supplies, 6.4 per cent. for shop, farm and garden supplies, .4 per cent. for ordinary repairs, 2.9 per cent. for expenses of managers, and 2.7 per cent. for all other ordinary expenses.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for maintenance, $28,000.

Chapter 583, Laws of 1903 (special act), appropriated for furnishing cottage D, $2,500; for piping and pipe covering in new conduit from the power house to buildings and for repairs to steam plant, $7,000; for building retaining wall to keep up roadway running to laundry and power house, $840; for fire protection, hose and pipes, $620; for portable oven, $275; for repairs and equipment, $1,000.

Chapter 599, Laws of 1903 (supply bill), reappropriated the

unexpended balances under chapter 307 of the Laws of 1901 for brick conduit for steam pipe, $528; for furnishing and equipping dining-room building, including twelve sleeping rooms and connecting corridor to cottage C, $700.14; for placing pipes in conduit, $383.

The maintenance appropriation was $28,000; special appropriation, $12,235; the reappropriation $1,611.14, making a total of $41,846.14.

This Board with deep regret reports the death, on December 28, 1903, of Mrs. Ellen M. Putnam, Superintendent of the Home from its establishment to the date of her decease. She was a woman of culture and had rare administrative ability. The wife of a soldier, she was a devoted friend of those who responded to the nation's call in its hour of need, and gave tender and sympathetic care to the disabled veterans and their wives who found refuge in the Home. Largely through her efforts the Woman's Relief Corps Home was established, and during her superintendency it gradually grew into its present form. Her last thoughts were given to it, and the Home will remain a monument to her work and unselfish patriotism.

During the year cottage D, provided for by chapter 433 of the Laws of 1902, was put under contract. The work thereon is not completed, but the building will be ready for occupancy before the expiration of the present fiscal year. The conduit for steam pipes and the repairs to the steam plant, together with the retaining wall under the roadway near the laundry and power house, for which an appropriation was made, have been contracted for and much of the work finished. The other repairs for which provision was made have been completed.

The completion of the main group of buildings will be prac-

tically accomplished when one more dormitory is added, and the Woman's Relief Corps Home will then be prepared for the maximum number for which it was originally planned. Some work remains to be done on the buildings and connecting corridors, and on conduits and pipings.

The grounds should now be graded and walks be laid around the buildings. When this is done, and the power plant and barns are completed, the Woman's Relief Corps Home will be a good example of a perfected charitable institution built from modern plans, assuring comfort to inmates and easy oversight by officials.

The general work of caring for the inmates has proceeded satisfactorily. The changes in population are accounted for mainly by deaths and voluntary discharges. Eighteen persons died, and at the close of the fiscal year 150 inmates were present, the maximum capacity, excluding the new building, having been reached. The new cottage will increase the capacity to 200 inmates, and as during the year 215 persons were under care, the need of this new building is apparent.

The great need at this time is the immediate enlargement of the lighting equipment and the construction of a conduit for all electric wires, so they may be under cover between the power house and the other buildings. The grounds should have a number of arc lights, and telephonic communication ought to be established between the administration building and the several other portions of the institution.

An auxiliary engine and dynamo was requested last year, and it is again recommended. All institutions which must depend upon their own power require sufficient equipment to assure ample light and power at all times. This institution is so far

from a town that it has no option in the matter. It must depend upon its own resources. In case of a breakdown in the present dynamo or engine the institution would be badly crippled. To make provision for all such contingencies and to enlarge the equipment so as to provide for the new building and enable arc lights to be established on the grounds where necessary, an appropriation should be made.

A brick bake house is needed. The present facilities for baking are entirely inadequate, and with an enlarged population to provide for it will be necessary to make the equipment complete in this respect. A bake house large enough to afford storage room should be constructed.

The laundry needs a hot water heater to make its equipment complete. Such a heater will prove economical and greatly assist in getting the laundry work done promptly. It will utilize the waste steam of the main boiler.

Fire-escapes are needed at the end of halls in second stories of the cottages.

The apparatus for fire protection consists in part of a hose cart purchased the past year. There is now no place to house it where it will be convenient in case of need. The barn is too far away from the dormitories for this purpose, and a small building should be erected nearer. It could also be used for other purposes in connection with the daily administration.

The Board recommends for this institution the following appropriations, or so much thereof as may be necessary:

For an auxiliary engine and dynamo, direct connection, with all connections to switchboard, set up complete, $3,500; for a building for hose cart and other purposes, $750; for conduit for electric and telephone wires, for electric light in grounds and

telephonic communication between the administration building and other parts of the institution, $3,000; for a brick bakery, $1,500; for iron tank with inside coil for hot water in laundry, $200; for fire-escapes and shed for hose cart, $2,000; for making roads and grading, $1,000, making the special new appropriations approved of, $11,950; maintenance appropriation, $30,000, making the total appropriations recommended, $41,950.

THOMAS ASYLUM FOR ORPHAN AND DESTITUTE INDIAN CHILDREN, IROQUOIS, ERIE COUNTY.

[Established 1875.]

The Asylum has a capacity for 160 inmates. The number present October 1, 1902, was 145. During the year 37 were received and 30 were discharged and transferred, leaving a population October 1, 1903, of 152, of whom 59 were boys and 93 girls. The average number during the year was 146, and the average weekly cost of support, including the value of home and farm products consumed, $3.88; excluding this value, $3.40.

The receipts for the year ending September 30, 1903, were: From cash balance at the beginning of the year, $286.79; from special appropriations, $16,770.37; from deficiency appropriations, $1,500; from general appropriations, $24,500; from other sources, $6.75; total, $43,063.91.

The ordinary expenditures were as follows: For salaries of officers, wages and labor, $12,999.90; for provisions, $3,233.55; for household stores, $928.11; for clothing, $1,230.40; for fuel and light, $3,754.34; for hospital and medical supplies, $73.98; for transportation and traveling expenses, $42.62; for shop, farm and garden supplies, $1,888.86; for ordinary repairs, $153.01; for expenses of managers, $332.33; for remittance to State Treasurer,

$6.75; for all other ordinary expenses, $1,104.08; total, $25,747.93. The total expenditures were $42,518.30, the additional $16,770.37 being for improvements. The cash balance at the close of the year was $545.61, and there was no outstanding indebtedness.

Of the ordinary expenditures, 50.5 per cent. was for salaries, wages and labor, 12.5 per cent. for provisions, 3.6 per cent, for household stores, 4.8 per cent. for clothing, 14.6 per cent. for fuel and light, .3 of 1 per cent. for hospital and medical supplies, .2 of 1 per cent. for transportation and traveling expenses, 7.3 per cent. for shop, farm and garden supplies, .6 of 1 per cent. for ordinary repairs, 1.3 per cent. for expense of managers, and 4.3 per cent for all other ordinary expenses.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for maintenance, $26,000.

Chapter 599, Laws of 1903 (supply bill), appropriated to supply deficiency in maintenance for the fiscal year ending September 30, 1903, $1,500. It also reappropriated the unexpended balances, $12,915.99, under chapter 707 of the Laws of 1901, which provided for the erection of one brick dormitory for boys, which building is to have capacity for forty inmates.

Chapter 600, Laws of 1903 (supplemental supply bill), appropriated $1,800 for furnishing material and construction of stone foundation walls, connecting two dormitory buildings; and $351.55 for other repairs and improvements in connection with the school building and other parts of the asylum.

Chapter 591, Laws of 1903 (special act), appropriated $200 for surgical instruments and hospital appliances; $1,000 for moving the frame building known as Nursery No. 1 and converting it into a dwelling for employes; $2,800 for the improvement of the heating system, including additional radiators in the study

room, and covering the steam and return pipes; and $2,500 for steam sewer and water connections between the new power house and the existing buildings.

The appropriations for maintenance were $26,000, exclusive of the deficiency appropriation of $1,500; the special appropriation $8,651.55; the reappropriations $12,915.99, making a total of $47,567.54.

The new power house, chimney stack, laundry, and the connecting subways, provided for by chapter 470 of the Laws of 1902, have been completed during the year. The dormitory provided for by the reappropriation made by chapter 599 of the Laws of 1903 is under way, having been contracted for at the same time as the laundry and power house. The other appropriations are being expended in accordance with the purposes specified in the special act.

It is unfortunate that at the time the new power house was provided for an appropriation was not made for new boilers and for removing the present boilers and dynamos, as the new power house and laundry cannot be put into service until an appropriation is made for removing that part of the present plant which will be of future service.

The completion of the asylum should be pushed so that at the earliest possible date all building operations may be completed. One more dormitory remains to be erected, and when this is done, with the exception of the connecting corridors, the asylum as originally planned will stand complete.

The general plans of this institution have secured to the State one of the most beautiful and least costly of the State institutions. The plans were prepared by the firm of Barney & Chap-

man of the city of New York, and have provided a group of buildings admirably arranged for asylum purposes.

A few minor changes are necessary in one or two of the buildings, but as a whole the institution so far as completed is very satisfactory. These changes are made necessary by the large population and its special character. The school building should have an additional toilet room arranged in the basement, and to it there should be an entrance from out of doors. The present accommodations are unsafe and unsanitary because they were unfortunately located.

There is need of some change in the heating system so as to provide additional radiators in the study rooms, and to provide also for the covering of all steam and return pipes. This will promote efficiency and prove economical.

There are many Indian children on the reservations of the State who should have the opportunity for an education offered by this Asylum. Each such trained child will prove a force for good to all other Indians upon the reservation to which he belongs. It is of great importance to the State that our Indian population be fitted for the full responsibilities of citizenship. The reservation system is doomed. The time is not far distant when the Indian must take his place with other citizens and work out his own fortune. One of the chief benefits of a school such as the Thomas Asylum is that it educates the children to become good citizens. It enlarges the idea of responsibility and encourages the Indian to strenuous efforts in his own behalf. Left without such encouragement the tendency would be downward, but with education and opportunity there is no reason why the Indian should not ultimately stand on the same plane with those who make up the body of American citizenship.

The strong personal influence of the officers and teachers of this Asylum, as well as the high moral standard which it presents, must always remain an effective influence for good. Many of the boys and girls who have graduated from the school are now leaders among their people, and the future classes will doubtless wield an even more potent influence than those of the past. It is the purpose of the Asylum to enlarge the industrial scope of this training as fast as it can be successfully accomplished and train the children in useful occupations of a character which may assure self-support. To give the asylum facilities for such industrial training a suitably arranged building will be necessary. It need not be a large building, but its equipment should be ample along the lines of training best adapted to Indian children and in the common trades most useful in rural communities.

Already numbers of the boys have become good workmen as painters, carpenters, bricklayers, some have received training in mechanics, and one or two have developed a turn for electrical engineering. The latter have been placed where their skill will be of value.

Farming and gardening are useful parts of the general training. It is upon farms that most of the children will pass their lives, and for this reason it is desirable that there be ample opportunity for thorough training in gardening and general farm work.

The Board recommends for this institution the following appropriations, or so much thereof as may be necessary:

For a new dormitory building for forty boys and necessary attendants, $17,500; for new boilers, engine and dynamo connections, and rewiring the present power and electric plant in the

new power house, $10,000; for conduit, pipe relaying, steam lines, covering, etc., $4,500; for new laundry machinery, motor, removing present laundry machinery and installing same in new laundry, $2,000; for necessary painting, equipments, and extraordinary repairs, $2,500; for a building and equipment for industrial training, $15,000, making the special new appropriations approved of, $51,500; maintenance appropriation, $30,000, making the total appropriations recommended, $81,500.

NEW YORK STATE SCHOOL FOR THE BLIND, BATAVIA, GENESEE COUNTY.

[Established 1865.]

This School has capacity for 175 pupils. The number of pupils October 1, 1902, was 121, and 26 were received during the year. The number in attendance October 1, 1903, was 111, of whom 65 were boys and 46 were girls. The average number during the year was 118 and the average weekly cost of support, including the value of the home and farm products consumed, $6.81; excluding this value, $6.57.

The receipts for the fiscal year ending September 30, 1903, were as follows: Cash balance from preceding year, $264.95; from special appropriations, $7,480.87; from general appropriations, $39,959.14; from miscellaneous sales, $390.73; from counties, towns and cities, $1,064.48; total, $49,160.17.

The ordinary expenditures were: For salaries of officers, wages and labor, $23,818.71; for provisions, $7,187.18; for household stores, $805.36; for clothing, $723.76; for fuel and light, $4,174.12; for hospital and medical supplies, $212.59; for transportation and traveling expenses, $172.70; for shop, farm and garden supplies, $1,278.83; for ordinary repairs, $131.35; for

expenses of trustees, $336,48; for remittance to State Treasurer, $1,455.21; for all other ordinary expenses, $1,361.26; total ordinary expenditures, $41,657.55.

The total extraordinary expenditures were $7,480.87 for improvements, making the aggregate expenditures $49,138.42. The only asset, October 1, 1903, was the balance in cash, $21.75.

Of the ordinary expenditures during the year, 59.3 per cent. was for salaries, wages and labor, 17.9 per cent. for provisions, 2 per cent. for household stores, 1.8 per cent. for clothing, 10.4 per cent. for fuel and light, .5 of 1 per cent. for hospital and medical supplies, .4 of 1 per cent. for transportation and traveling expenses, 3.2 per cent. for shop, farm and garden supplies, .3 of 1 per cent. for ordinary repairs, .8 of 1 per cent. for expenses of trustees, and 3.4 per cent. for all other ordinary expenses.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for maintenance and instruction of the inmates, $36,000.

Chapter 599, Laws of 1903 (supply bill), appropriated for maintenance $2,000, to be paid from the money paid into the treasury of the State under section 37 of the State Finance Law as added to by chapter 580 of the Laws of 1899, and amended by chapter 457 of the Laws of 1901.

Chapter 574, Laws of 1903 (special act), appropriated $1,500 for laundry equipment, and $2,500 for repairs and equipment.

Chapter 599, Laws of 1903 (supply bill), reappropriated the unexpended balances under chapter 405 of the Laws of 1901, which were: For electric wiring and fixtures, $589.18; for library and apparatus, $566.21, and for repairs and betterments, $244.12.

The maintenance appropriation was $38,000; the special appropriations, $4,000; the reappropriations $1,399.51, making a total of $43,399.51.

The repairs and betterments provided for by the several appropriations enumerated above have been contracted for and are now under way.

The work of the State School for the Blind has made satisfactory progress during the year. The curriculum has been enriched and certain modifications made which look toward a more thorough fitting of pupils for life work. The Board of Managers has carefully considered the opportunities which are open to the blind in the State of New York and elsewhere throughout our country, and is endeavoring to make the course of instruction in this institution so practical that its graduates will find themselves prepared for any work which may open to them.

One result of the special inquiries made by the commission to investigate the condition of the adult blind in the State of New York is the conclusion that many blind persons make very little use of special trades taught to them in schools, and that the ones who succeed best in life are those whose minds have been most thoroughly trained. The State School for the Blind has laid some stress in the past upon broom-making and similar work. A few who have learned this broom-making have made use of the trade for a time, but the introduction of labor-saving machinery now makes it exceedingly difficult for one who makes a small number of brooms to earn enough thereby for self-support. Although similar training is still continued at the school, an effort is now made to secure a full development of the mental powers so that pupils may be able better to adapt themselves to special opportunities.

The course in music has been extended and now conforms to the requirements of the American College of Musicians. This

department is open to all the pupils of the school, and such as possess any ability are given careful instruction. Many show great talent, and will find music a safe avenue to self-support.

The general health during the year was fair. The appropriation of $3,000, made by chapter 429 of the Laws of 1902 for necessary changes in the plumbing, is being expended. It was anticipated when the contracts were made that the available sum of $3,000 would be insufficient. In order that the whole building may be put in proper condition, and that both the changes in the heating apparatus and the plumbing may be undertaken at the same time, an appropriation of $10,000 will be necessary. When this work is completed as planned, the health of the pupils of the school will be better probably than ever before.

One trouble with the main building of this institution is that there has never been sufficient sunlight nor a proper ventilation of classrooms and dormitories. The blind are even more sensitive to the good effects of sunshine than those who can see, and the dark halls and rooms which do not have sufficient light and air should be reconstructed.

During the winter time and at all inclement seasons these boys and girls are compelled to remain within the walls of the main building, and it should be so arranged that the confinement does not jeopardize health. The building should be dry, sunny and well ventilated.

The water used by the institution is unfiltered, and at times, especially after rains, loaded with earthy matter and greatly discolored. It should be rendered safe for drinking purposes by being passed through a properly constructed filter of large enough capacity to provide filtered water in abundance.

The present power house has served its day. It is dilapidated and the walls threaten to fall. It should be razed and a new building be erected on another site, and in connection therewith an annex arranged for laundry apparatus. This change of location will open up the grounds in the rear of the main building, and permit of changes being made therein. It is estimated that a new boiler house and laundry will cost about $30,000.

There is need of a large number of repairs which should be undertaken at the same time as the plumbing. For such repairs and equipment an appropriation will be needed, as well as one for a pump and electric motor.

The team of horses owned by this institution is old and no longer able to do the work. The children are sent to church in a large carryall, and upon many other occasions the horses are needed to convey the children to and from town. Many of the older pupils walk on such occasions, but there are very many small children for whom the distance is too great. An appropriation sufficient to provide a good team of horses for the school is recommended.

The Board of Managers has been receiving many young children, although the majority of all who attend the school are over sixteen years of age. The best work is done for blind children when their education begins at a much earlier age. There should be a provision for compulsory education so that parents unable to provide properly for their blind children could be compelled to send them to a suitable school. If all the blind children of suitable age who are now outside of schools and receiving no instructions were compelled to attend school, the several schools for the blind would be filled to their maximum capacity. There is no surer preventive of pauperism than thorough education, and for this reason the opportunities afforded

by this school should be placed within the reach of the needy blind children of the State through a compulsory law.

The Board recommends for this institution the following appropriations, or so much thereof as may be necessary:

For a new power house, $12,000; for new boilers, electric dynamo and other equipment therein, $7,500; for new laundry with equipment for the same, $11,000; for renovating plumbing for bathrooms, water-closets and all connections and for heating, in addition to the sum of $3,000 appropriated by chapter 429 of the Laws of 1902, $11,000; for a filter for the main water pipe, $1,000; for steel ceilings, $1,000; for electric pump and motor, $500; for a team of farm horses, $400; for repairs and equipment, $2,500; making the special new appropriations approved, $46,900; for maintenance, $40,000; making the total appropriations recommended, $86,900.

NEW YORK STATE HOSPITAL FOR THE CARE OF CRIPPLED AND DEFORMED CHILDREN, TARRYTOWN, WESTCHESTER COUNTY.

[Established 1900.]

This institution has capacity for 25 patients. The number present October 1, 1902, was 25. During the year 8 boys and 4 girls were admitted, and 8 boys and 4 girls discharged, leaving a population October 1, 1903, of 16 boys and 9 girls. The average number of patients during the year was 25, and the average weekly cost of support was $8.63.

The receipts during the fiscal year ending September 30, 1903, were: From cash on hand at beginning of year, $184.03; from special appropriations, $687.25; from general appropriations, $11,500; from all other sources, $43.31; total, $12,414.59.

The ordinary expenditures were: For salaries of officers, wages and labor, $4,065.89; for provisions, $2,363.33; for household stores, $347.90; for clothing, $94.39; for fuel and light,

$553.71; for hospital and medical supplies, $1,013.63; for shop, farm and garden supplies, $13.44; for ordinary repairs, $38.81; for expenses of managers, $605.40; for remittance to State Treasurer, $77.46; for all other ordinary expenses, $2,244.79; total, $11,418.75.

The extraordinary expenses were $683.14, making the total expenditures for the year $12,101.89. The cash on hand October 1, 1903, the only asset, was $312.70, and the indebtedness was $395.66 for bills unpaid.

Of the ordinary expenditures during the year 35.9 per cent. was for salaries, wages and labor, 20.9 per cent. for provisions, 3 per cent. for household stores, .8 of 1 per cent. for clothing, 4.9 per cent. for fuel and light, 8.9 per cent. for hospital and medical supplies, .1 of 1 per cent. for shop, farm and garden supplies, .4 of 1 per cent. for ordinary repairs, 5.3 per cent. for expenses of managers, and 19.8 per cent. for all other ordinary expenses.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for maintenance, $12,000.

Chapter 599, Laws of 1903 (supply bill), appropriated for the purchase of a site and to erect, furnish and equip a hospital building thereon, $50,000. It also reappropriated the unexpended balances under chapter 701 of the Laws of 1901 for the equipment of an operating room, $558.58; for an isolation pavilion of wood construction for contagious diseases, $1,496.25, and for splints, braces and other orthopædic apparatus, $176.

The appropriation for maintenance was $12,000; the special appropriation $50,000; the reappropriations $2,230.83, making a total of $64,230.83.

The only appropriations under this chapter which have been expended are those for the equipment of the operating room

and for splints, braces and other orthopædic apparatus. The isolation pavilion has not been erected, nor has a site for the new hospital been selected.

This institution has had its maximum number of inmates nearly ever since it was established, and during the past year the full capacity has been overtaxed. Patients are taken for a limited period only, hence there have been a number of changes during the year. As soon as a child is cured he is returned to his friends and another child received. The new hospital will afford an opportunity for the care of 100 children at a time instead of the 25 which the present building is able to shelter.

During the past year the commission charged with the duty of selecting the new site made an examination of the tract of land suggested as suitable by the Superintendent, but found that it was within the watershed of the city of New York, and in other respects undesirable. Three other tracts of land were also considered, and one of these on examination was found satisfactory. It is on the west side of the Hudson river, near Haverstraw, and is easily reached by the West Shore railroad.

Although it will be wise now to secure the erection of the new hospital at the earliest possible date, the course of the commission in rejecting an undesirable tract of land is to be commended. Too many mistakes have been made in the selection of locations for public institutions heretofore, and the careful consideration of the merits of sites offered to the commission should result in the location of the hospital where it will have the natural advantages which are necessary to its best work.

The general health of the children in the hospital during the year has been fair, but last spring there was an outbreak of

contagious disease which interfered with its general routine. The importance of an isolation pavilion for such emergencies is therefore to be emphasized, and although unnecessary expense upon the present site should be avoided, the protection of the children requires that provision be made for isolating those who may be taken down with contagious disease.

The Board recommends for this institution the following appropriations, or so much thereof as may be necessary:

For repairing and renovating the old building on the new site, when the same shall have been purchased, $5,000; maintenance appropriation, $12,500; making the total appropriations recommended, $17,500.

THE NEW YORK STATE HOSPITAL FOR THE TREATMENT OF INCIPIENT PULMONARY TUBERCULOSIS, RAYBROOK, ESSEX COUNTY.

[Established 1900, but not yet opened.]

This hospital was established by chapter 416 of the Laws of 1900, which required the Board of Trustees to determine upon a location and proceed with the construction and equipment of suitable buildings upon plans adopted by the trustees and approved by the State Architect and the State Board of Charities.

One hundred thousand dollars, or so much thereof as may be necessary, was appropriated by chapter 691 of the Laws of 1901 to enable the trustees to carry out these requirements.

When the site of the new hospital was chosen and approved, the State Architect prepared plans and contracts were made for the erection of the hospital. Work, however, was not begun until the month of October, 1902, when excavation for the foundation commenced. It was expected that the foundation work would be completed by January, 1903, but owing to stress of weather the anticipated progress was not made.

Chapter 598, Laws of 1903 (appropriation bill), appropriated for maintenance $12,000.

Chapter 547, Laws of 1903 (special act), appropriated for a dormitory pavilion and connecting corridor for male patients, $44,000; for dormitory pavilion and connecting corridor and solarium for female patients, $59,000; for furnishings and laundry and kitchen equipment, $12,000.

Chapter 599, Laws of 1903 (supply bill), reappropriated the unexpended balance under chapter 691, Laws of 1901, $91,066.85, "for the construction of all necessary and suitable buildings to furnish accommodations for at least one hundred patients beside the officers, employes and attendants, including heating, lighting, plumbing, laundry fixtures and water supply therefor, the construction of roads leading thereto, and for the equipment and furnishing of such hospital when completed with all necessary fixtures, furniture and implements required for the use and maintenance of such hospital."

The maintenance appropriation was $12,000; the special appropriations, $115,000; the reappropriation, $91,066.85, making a total of $218,066.85.

The plans under which construction is going forward provide for three connected buildings. The central one is to be devoted to administration, and will be flanked by pavilions intended solely for patients, men upon one side and women upon the other. During the year work has progressed upon the three buildings, but at the close of the fiscal year, September 30, 1903, the walls were not finished although well under way. At the present rate of progress the buildings will be ready for the furniture in the spring of 1904, after which it is expected patients will be received.

The necessity for the speedy completion of the buildings is evidenced by the fact that there are large numbers of indigent men and women throughout the State who are suffering from incipient pulmonary tuberculosis, eagerly awaiting the day when they can be admitted for treatment. They are animated by the hope that under the conditions which will prevail in this hospital and the beneficial effect of the Adirondack climate, the progress of the disease will not only be checked but they will be speedily restored to health. It will afford them an opportunity which they cannot otherwise enjoy.

The Board recommends for this institution a maintenance appropriation of $25,000, or so much thereof as may be necessary.

THE DEAF.

The following table gives the name and location of each institution in the State which is authorized by law to maintain and educate deaf pupils at public expense, and gives also the number and sex of the pupils in attendance October 1, 1903. All of the schools named receive both State and county pupils, the distinction being one of age and manner of compensation:

INSTITUTIONS.	Male.	Female.	Total.
New York Institution for the Instruction of the Deaf and Dumb, One Hundred and Sixty-third street, New York	254	162	416
Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo	90	72	162
Institution for the Improved Instruction of Deaf-Mutes, Lexington avenue, New York	104	102	206
St. Joseph's Institute for the Improved Instruction of Deaf-Mutes:			
Fordham Branch	.....	112	112
Brooklyn Branch	.....	74	74
Westchester Branch	202	.....	202
Central New York Institutions for Deaf-Mutes, Rome	65	57	122
Western New York Institution for Deaf-Mutes, Rochester	86	88	174
Northern New York Institution for Deaf-Mutes, Malone	41	35	76
Albany Home School for the Oral Instruction of the Deaf, Albany	18	21	39
Total	860	723	1,583

This year there were 1,583 pupils in these schools, the largest enrollment in their history at the beginning of a fiscal year.

Last year's report showed 1,574, an increase of ten over the total number of pupils present on October 1, 1901, and a gain of twelve as compared with the 1,562 pupils of 1900.

For the purpose of a further comparison, there were in attendance October 1, 1883, 1,199; October 1, 1893, 1,354; and October 1, 1903, 1,583.

From the foregoing figures it is apparent that these schools are continually growing. The new admissions to them during the year numbered 198. Of these 103 were boys and 95 were girls. The total enrollment for the year was 1,772 and the average attendance 1,560. The difference between the total enrollment and the number present October 1, 1903, is accounted for by graduations and discharges for other causes.

For the fiscal years 1902-3, the receipts of the ten institutions for the instruction of deaf-mutes were $731,300.37 and the expenditures $571,919.76. The difference between the receipts and expenditures is mainly due to the fact that the New York Institution for the Instruction of the Deaf and Dumb sold a portion of its property on Washington Heights, payment for which was made during the fiscal year.

The several schools have been visited and inspected regularly by the Board's Inspector of State Charitable Institutions. The reports of inspection show that the pupils are well cared for and that the equipment of each school is fairly satisfactory. Most of the buildings are well appointed and comply with the requirements of the laws governing this class of institutions.

The Board regrets that each school is not furnished with a well equipped gymnasium. Some of them are provided with

ample facilities for physical training and have regular instruction in gymnastics, but all the schools for the deaf should have such equipment, as there is special necessity that children handicapped by infirmities of any kind be given every opportunity for the symmetrical development of the body.

Industrial training is an important factor in the education of the deaf. In most of these schools some industrial pursuit is entered upon by the pupils very soon after admission. Usually one-half of the day is given to the workshop. By the time they have reached the age of fifteen or sixteen a special bent of mind or adaptability for some trade manifests itself, and the pupil is then placed at such pursuit as will enable him to earn a living when his school days are over. The trades taught are printing, carpentry, cabinet making, tailoring, gardening, house painting, dressmaking, cooking, and others of similar character. This combination of industrial and scholastic training is broadening as well as helpful and the result very satisfactory.

There are no reliable statistics covering the number of teachable deaf-mutes of school age in this State, but it is certain that a large number of deaf-mute children are not in the schools. Some of these absentees are of the feeble-minded class, but most of them have normal minds and should be under instruction. For their benefit compulsory measures should be enforced to assure their education.

The special training required for deaf-mutes of feeble mind and those whose mental development is very slow can be provided only in an institution of a distinctive character. In a school of the kind suggested, many who are now classed as hopelessly defective could be trained to such an extent as would enable them eventually to support themselves. Without such special

training they become permanent dependents upon public charity.

The Lexington Avenue School for the Improved Instruction of Deaf-Mutes has substantially complied with the recommendations made by the State Board of Charities last year at the conclusion of a special investigation into its management. The principal changes recommended were in methods of administration and the extinction of a debt incurred some years ago. All the changes suggested have been made except the extinction of the debt, which it is hoped will be accomplished at an early date.

NEW INCORPORATIONS.

During the year 1903, the Board approved the incorporation of the following institutions, societies and associations, fifteen in number:

1. "Carmel Dispensary;" principal office, New York city. Formed "to assist the needy poor and helpless of the East Side with medical and surgical treatment by skilled physicians, and for the good and charitable welfare of the residents." Approved January 14, 1903.

2. "The Frederick Ferris Thompson Hospital;" principal office, Canandaigua, N. Y. Formed "to provide necessary and proper facilities for the medical and surgical treatment of residents of Ontario county." Approved January 14, 1903.

3. "Italian Benevolent Institution;" principal office, New York city. Formed "(a) to assist Italians, trying to improve their moral and material conditions and encourage them to an active and industrious life. (b) To maintain a place of shelter for those who are temporarily without a lodging during the night time. (c) To establish and maintain an economical kitchen for the use of the poor and to distribute food. (d) To give assistance to

widows, orphans and other persons who are known to be in need, including those born in this country of Italian parents. (e) To protect Italian emigrants and look after their welfare. (f) To procure work for the unemployed. (g) To establish and maintain a dispensary for the free distribution of medicine under the charge of licensed and practicing chemists. (h) To furnish physicians to visit the sick and to treat and care for the same at the homes of said sick persons, and also at the building or buildings of the proposed corporation to be occupied hereafter." Approved January 14, 1903.

4. "The Plattsburg City Hospital;" principal office, Plattsburg, N. Y. Formed "for the purpose of erecting, establishing and maintaining a hospital for the medical and surgical treatment and care of the sick, without regard to the race, nationality or religious convictions of those who may apply for such treatment." Approved January 14, 1903.

5. "St. Elizabeth's Guild of the City of Albany;" principal office, Albany, N. Y. Formed "To help and care for indigent children." Approved January 14, 1903.

6. "The Brooklyn North District Epworth League;" principal office, Brooklyn, N. Y. Formed "to provide a home or homes for poor children, preferably those of the Methodist Episcopal Sabbath Schools, as a place for safe and comfortable entertainment in the country during the sultry summer months and to do such other charitable and philanthropic work in the interest of churches and schools, especially such as are affiliated with the Brooklyn North District Epworth League of the New York East Conference of the Methodist Episcopal Church, as may from time to time seem expedient." Approved April 8, 1903.

7. "The Female Charitable Society of the Village of Baldwinsville, N. Y.;" principal office, Baldwinsville, N. Y. Formed "for

charitable purposes and affording aid to religious institutions." Approved April 8, 1903.

8. "Troy Boys' Club;" principal office, Troy, N. Y. Formed "for the establishment and maintenance of a club for the benefit, assistance and improvement of indigent and homeless boys." Approved April 8, 1903.

9. "Fulton Hospital Association;" principal office, Fulton, N. Y. Formed "for the erecting, establishing and maintaining a hospital, infirmary and dispensary, for the benefit of all persons residing, or who may temporarily be, in the city of Fulton, N. Y." Approved May 27, 1903.

10. "Kip's Bay Day Nursery;" principal office, New York city. Formed "for the care, during the day time, of children whose parents require such aid." Approved May 27, 1903.

11. "The Schenectady Day Nursery;" principal office, Schenectady, N. Y. Formed "to provide at a reasonable charge, shelter and care for the children of working women of the city of Schenectady and adjacent towns during the hours when they are employed elsewhere than in their own homes, the maintenance of a home for such children, and to do such other things which may pertain to the sheltering and care of the children, and to carry on a dispensary particularly for children, and to purchase, hold, own, lease, mortgage, sell and dispose of all real and personal property necessary or desirable to carry out the objects aforesaid." Approved May 27, 1903.

12. "William H. Davis Memorial Free Industrial School for Crippled Children;" principal office, New York city. Formed "to provide for crippled children of the poor, by training them to lives of usefulness and self-support; furnishing them with food and clothing; schooling them, and enabling parents of such

children, to obtain for them necessary medical and surgical treatment; to maintain a summer home at Warren, Mass., where such crippled children may enjoy the benefit of the country air, together with the educational advantages and medical and surgical treatment as aforesaid." Approved May 27, 1903.

13. "Newburgh Day Nursery;" principal office, Newburgh, N. Y. Formed "to provide and maintain a civil institution where young children, whose parents are employed by the day, outside of their homes, may be left and cared for during the day time; and to care for and amuse such children, during the day time." Approved July 8, 1903.

14. "The Society of St. Vincent de Paul in the Diocese of Brooklyn, Long Island, New York;" principal office, Brooklyn, N. Y. Formed "for the visiting and assisting of the poor at their houses, the establishment and conduct of lodging houses for boys, day asylums for boys, homes for aged men, a library for the poor, dispensaries for the poor, the publication of instructive reading matter for the members and for the poor, and the conduct of such other works of charity as now are or may hereafter be in use in the Society of St. Vincent de Paul, and are not repugnant to the constitution and laws of this State or of the United States." Approved July 8, 1903.

15. "New York Home for Destitute Crippled Children;" principal office, New York city. Formed "to found and maintain a home in the city of New York for the support, education and maintenance of destitute crippled children without distinction as to race, creed or color." Approved October 14, 1903.

Besides the above the Board withheld its approval from two proposed incorporations and five others were withdrawn without the approval of the Board after investigation.

PLANS APPROVED.

During the past year the Board approved plans and specifications for new buildings and improvements, with the proviso in each case that the expense should not exceed the appropriation therefor, as follows:

Department of Public Charities, Manhattan Borough.—New pavilion, City Hospital, Blackwell's Island; steam heating apparatus, retreat building, Blackwell's Island; steam heating apparatus, the male and the female barracks, Almshouse, Blackwell's Island; steam heating apparatus, wards 25 to 28, Randall's Island. Approved January 14, 1902.

Dormitory for male employes, City Hospital, Blackwell's Island. Approved April 8, 1903.

Gymnasium, Children's Hospital and Schools, Randall's Island; kitchen and dining-room building, Tuberculosis Infirmary, Metropolitan Hospital, Blackwell's Island; Reception Hospital, Randall's Island; solarium, Metropolitan Hospital, Blackwell's Island. Approved May 27, 1903.

Hospital for Venereal Diseases, Randall's Island; reception building, City Hospital, Blackwell's Island; new morgue, Children's Hospital, Randall's Island; drug store building, Randall's Island; repairs to office building, Children's Hospital, Randall's Island; addition and alterations to Training School for Nurses, Blackwell's Island. Approved July 8, 1903.

Central storehouse, Randall's Island; female servants' dormitory, City Hospital, Blackwell's Island. Approved October 14, 1903.

Department of Public Charities, Borough of Brooklyn.—Alterations to stable, new balconies for north wing, building for storage of coal, equipment of drug-room and window screens,

new floors for hospital, fireproofing of basement ceilings, fireproof roof over laundry and boiler house, installation of electric light plant, installation of heating and power plant, interior and exterior alterations, new power house, reënforcing operating room floor, roofing and painting hospital building, new shaft elevator and stairs, Cumberland Hospital. Approved January 14, 1903.

Dining-room and kitchen building, Kings County Hospital, Flatbush. Approved May 27, 1903.

New morgue and repairs to the old morgue, Brooklyn; stable, storehouse and refrigerating plant, Kings County Hospital. Approved October 14, 1903.

Department of Public Charities, Richmond Borough.—New dormitory for males, cottage for aged men, cottage for aged women, cottage for aged couples, all at the New York City Farm Colony. Approved May 27, 1903.

Chautauqua County Almshouse, DeWittville.—Third floor and roof to annex building. Approved January 14, 1903.

Monroe County Almshouse, Rochester.—Hospital. Approved October 14, 1903.

Onondaga County Almshouse, Onondaga Hill.—Brick laundry, bakery and kitchen; kitchen cooking apparatus. Approved April 8, 1903.

Orleans County Almshouse, Albion.—Hospital. Approved December 16, 1903.

LICENSED DISPENSARIES.

During the year ending September 30, 1903, only four new dispensaries were licensed in the entire State. The new licenses were granted to the following institutions: Bronx Eye and Ear Infirmary, 660 East One Hundred and Forty-second street,

Bronx Borough, New York City; Nursery and Child's Hospital Dispensary, Lexington avenue and Fifty-first street, Manhattan Borough, New York City; Sydenham Dispensary, 247 East One Hundred and Sixteenth street, Manhattan Borough, New York City; and the Carmel Dispensary, 14 Delancey street, Manhattan Borough, New York City. One licensed dispensary permanently discontinued operation during the year and its license was surrendered for cancellation.

At the close of the year, September 30, 1903, the dispensaries were located as follows: New York City—Manhattan Borough, 61; Brooklyn, 30; Bronx, 3; Queens, 1, and Richmond 1; total, 96. Outside of New York City—Albany, 6; Buffalo, 6; Cohoes, 1; Mineola, 1; Mt. Vernon, 1; Nyack, 1; Ossining, 1; Rochester, 2; Saratoga Springs, 1; Schenectady, 1; Syracuse, 1; Troy, 2; Utica, 1, and Yonkers, 3; total, 28; grand total, 124.

During the year the Board of Trustees of Bellevue and Allied Hospitals in New York city closed Bellevue Dispensary temporarily in order to remodel the dispensary building located on Bellevue Hospital grounds.

Five other dispensaries previously in operation were closed temporarily during part of the year, as follows: Eclectic College Free Dispensary was closed while the college building was being remodeled. Williamsburg Hospital Dispensary was closed for a brief period, which was occasioned by financial difficulties. Woman's Hospital in the State of New York, Out-Patient Department, was closed after the sale of its property at Lexington avenue and Forty-ninth street, New York, until a new site was purchased and a building erected at 141 West One Hundred and Ninth street, Manhattan Borough, New York city. The Utica Dispensary, located in the city of Utica, was closed pending re-

moval to a new building at a new location, and the Good Samaritan Dispensary at Yonkers was closed a short time, due to resignation of the attending physician.

There has been an increase in the attendance at the licensed dispensaries taken as a whole throughout the entire State as compared with the previous year. The increase brings the grand total to an amount in excess of the enormous grand total of 1899, which was the previous high-water mark. The following comparisons refer to New York city only. The total number of persons treated in 1903 was 980,931, and in 1902 the corresponding total was 889,157, an increase of 91,774 persons treated, or 10.3 per cent. The total number of treatments in 1903 was 2,695,670 and in 1902 the corresponding total was 2,443,738, an increase of 251,932 treatments, or 10.3 per cent. The total number of prescriptions in 1903 was 2,126,534, and in 1902 the corresponding total was 2,028,138, an increase of 98,396 prescriptions, or 4.8 per cent.

The decreases in attendance throughout New York city have been relatively small. In the metropolitan district during the year 1903 as compared with 1902 the number of persons treated increased at 60 dispnsaries and decreased at 36 dispensaries. The total number of treatments increased at 69 dispensaries and decreased at 27 dispensaries, and the total number of prescriptions increased at 60 dispensaries and decreased at 33 dispensaries.

Of the unusual causes which led to the increase in attendance at the metropolitan dispensaries the so-called trachoma epidemic mentioned in the report last year was partly responsible. Examination of the children in public schools by medical inspectors of the department of health brought to light that many thou-

sands of them were suffering from trachoma, a cantagious disease of the eyes, and as a consequent result tens of thousands of children have been sent out of school until cured. These cases of trachoma have been referred to the various dispensaries for treatment, and the institutions have responded promptly in an attempt to aid in stamping out the so-called epidemic. So great was the demand for treatment of eye diseases that the attendance in the eye departments of the various dispensaries was considerably increased. This was particularly so at Gouverneur Hospital, where a special dispensary was established by the Board of Trustees of Bellevue and allied hospitals acting in conjunction with the Department of Health.

The grade of dispensary work is improving. The most skilled medical practitioners are seeking its advantages and giving their ability in return. These improved conditions naturally attract a larger and more worthy class of people. In the metropolitan district the movement of population at dispensaries shows a marked tendency toward Manhattan Borough. This is attributed to the fact that people go to the Manhattan dispensaries from all sections of the great city, as well as from towns nearby in the States of New York, Connecticut and New Jersey. This same tendency has been indicated in former years, and shows that sick people go to the large hospital and medical-school dispensaries which exist in such large numbers in Manhattan.

Knowledge that the large New York city dispensaries possess the finest scientific apparatus also acts as an inducement to patients to apply for treatment.

It appears that the New York Charity Organization Society investigated during the year 1,341 persons whose names were sent to them from 24 dispensaries, and the Brooklyn Bureau of

Charities investigated 20 persons whose names were sent to them from six dispensaries. The number of persons treated at the 61 dispensaries in Manhattan Borough during the year was 861,921 and the number of persons treated at the 30 dispensaries in Brooklyn Borough was 115,248. Therefore the relative number of such investigations in proportion to the number of persons treated is insignificant. It has been found by means of a canvass of all the dispensaries that the officers at a majority of the institutions claim to "investigate" by "questioning the applicant" but in no other way.

Considerable time was devoted during the year to a study of the financial operations of such dispensaries as were in receipt of grants of money from the public treasury. As a result of investigations two dispensaries located in Greater New York had the appropriations cut off which were made to them by the Board of Estimate and Apportionment.

The rules and regulations of the State Board of Charities governing the operation of the dispensaries are being fairly well observed throughout the State. The use of the representation cards with which all of the dispensaries are now provided has not been as general as is desired. Some of the dispensaries use the representation card for every new case and others use them only when doubtful applicants appear, in regard to whose ability to pay a physician, the registrar may be in doubt. The representation cards were designed for use as a basis for investigation of the ability of the applicant to pay for treatment. In a majority of instances investigation has consisted of simply questioning the applicant. Something more than questioning the applicant, however, was designed by the rule and is necessary to determine intelligently the worthiness of a really doubtful appli-

cant. The charity organization societies in various parts of the State have indicated a willingness to cooperate with the managers of dispensaries by investigating such doubtful cases referred to them, but these offers of assistance have not always been taken advantage of by the managers of dispensaries.

There is still a failure on the part of managers of some dispensaries to observe fully the provisions of Rule VIII, which are as follows:

"The managers of dispensaries shall comply with the ordinances or orders of the local board of health, and shall annually make a minute showing compliance therewith, upon their official records on or before September 30th in each and every year."

Reason for failure seems to be that the rule has not been clearly understood by certain of the institutions concerned. Its purpose is that the managers of dispensaries shall at least once a year indicate upon their official records that there are no ordinances and orders of the local board of health not complied with fully.

It is gratifying to state that when the attention of managers of dispensaries has been drawn to the failure to observe any of the dispensary rules, replies have been received in almost every instance thanking the Board for inviting attention to defects and promising improvement. The rules and regulations of the State Board of Charities which were designed to check abuses in dispensary management have received respectful consideration, and increasing cooperation between dispensary managers and the State Board of Charities is manifest.

STATE, ALIEN AND INDIAN POOR.

Under chapter 225 of the Laws of 1896, the Superintendent of State and Alien Poor is appointed by the State Board of

Charities and is required to visit, either in person or by representative, each State almshouse at least once every three months, examine into the condition and needs of all State poor persons, and provide for the return to their legal residences of all aliens and non-residents committed as poor persons to public institutions.

The Superintendent of State and Alien Poor has complied with the requirements of the law and made such investigations and inspections as are therein contemplated.

During the past fiscal year the State Board of Charities, through its Department of State, Alien and Indian Poor, has returned 910 persons to their homes in other states or countries when such removal at public expense was necessary. The most of these persons were citizens of other states.

Alien Poor.

The amendments to the immigration laws of the United States have resulted in still closer cooperation between the Department of State and Alien Poor and the Immigration Commissioners of the United States. The deportation of aliens who within the period specified in the law are found to be unable to maintain themselves and to have become public dependents has resulted in the relief of our public institutions of the care and support of 16 men and women who, had not this law been enforced, would have continued for many years inmates therein. The Immigration Commissioners of the United States have promptly responded to every request made by the State Board of Charities, and have returned to their homes in foreign lands these 16 persons from the almshouses of the State. Besides these persons deported by the Commissioners of Immigra-

tion of the United States, 77 other aliens were sent to the countries whence they came, through the Department of State and Alien Poor. These were persons found in almshouses and public institutions to which they had been committed as unable to support themselves.

Indian Poor.

The Indians of this State are encouraged to support themselves and not depend upon charity, either public or private. In spite of this policy there are a large number of them who must be helped from time to time. Few become permanent charges. The majority, even of the poorest among them, are seldom willing to go to an almshouse. They need care during sickness and occasional support at other times, which is given them under the law by the Department of State and Alien Poor.

During the year the total number of Indian poor provided for in almshouses or asylums was 27, and the total expenditures for the relief of Indian poor, including outdoor relief, amounted to $2,425.96.

Department Expenditures.

On account of State poor	$38,419 60
On account of alien poor	2,165 16
On account of Indian poor	2,425 96

The appended report of this department contains statistical tables to which attention is directed, showing the operations of the State Poor Law from October 22, 1873, when it went into effect, up to the close of the fiscal year ending September 30, 1903.

Financial Benefits Resulting from the Removal of State and Alien Poor.

During the past fiscal year the number of poor persons sent out of the State was 910. Of this number 93 were aliens.

The total appropriation for the support of the Department of State and Alien Poor for the fiscal year was only $42,600, while the support of the 93 aliens returned to foreign countries would have cost the State in one year about $9,700, and to maintain the 910 non-residents removed from the State would have required the expenditure of over $94,000, or more than twice the total appropriation made for the support of the Department of State and Alien Poor, which, besides this work of removal, has made regular inspections of all the almshouses of the State, and has supervised the children placed out in foster homes by public officials. The removal of the non-resident and alien poor to their proper residential localities is therefore highly economical for the public.

It has been estimated that, taking in view the average life of inmates in public institutions, which is not less than fifteen years, the ultimate expenditure for each of the persons so removed would not have been less than $1,500. The cost of transportation is small when compared with this large expenditure for maintenance. The plan of removal has besides the advantage of being a humane disposition of the friendless and unfortunate who belong to other states and countries. They are returned to their friends and frequently this is all that is necessary to enable them to again become self-supporting.

Since the State Poor Law of 1873 and the Alien Poor Law of 1880 went into effect the whole number of these removals by the State Board of Charities has been 32,877. At the estimated term of fifteen years for each individual the resulting

expenditure, had these persons been permitted to remain in our almshouses, would have reached the enormous sum of $51,288,120, a sum more than sufficient to rebuild and equip all our State charitable institutions. It is evident that the removal of non-resident poor is a permanent benefit to the State, an act of humanity and a true economy.

ALMSHOUSE INSPECTION.

The inspection of the almshouses of the State, imposed by law upon the State Board of Charities, has been maintained during the year. The several almshouses have been visited by members of the Board in their respective districts, and at regular intervals have been inspected by the almshouse inspectors appointed by the Board. These visitations and inspections show that the almshouses are in better condition than ever before in the history of our State. Most of them are carefully managed, and humane care is taken in them of the inmates. The constant tendency toward improvement is a matter of congratulation to this Board. It is in a large measure due to the careful supervision maintained over them, and to the policy of the Board to aid by its counsel those who are directly charged with the management of these institutions.

The Board regrets that there is an exception to this general rule of humane and satisfactory care of the inmates of almshouses. The management of the Ulster County Almshouse has been such that the Board has been obliged to give it much attention during the year. A full statement thereof will be found on pages 24 to 31 of this report.

There has been a remarkable tendency in this State to structural improvement of public institutions of this character. All

almshouses built within the past few years are constructed in accordance with plans approved by the State Board of Charities and follow a general principle that almshouses should conform to modern ideas. All the new almshouses in this State are commodious, well arranged, comfortable and attractive in appearance. As a rule they are well located, but the State Board of Charities has no power to prevent the selection of a poor location, a power occasionally much needed in connection with the location of other public charitable institutions as well as almshouses.

Within the last fiscal year the county of Schenectady has been added to the list of counties which have built new almshouses on plans approved by the State Board of Charities. In many other almshouses important structural changes have been made, but as yet neither Hamilton nor Schuyler county has an almshouse. In both of these the poor are maintained under forms of contract. It should not be much longer said that any county in the State of New York tolerates any form of the contract system.

THE SUPERVISION OF DEPENDENT CHILDREN PLACED IN HOMES.

Chapter 264 of the Laws of 1898 is "An act to prevent evils and abuses in connection with the placing out of children." The supervision of children placed out in foster homes devolved upon the State Board of Charities by this law, and is performed through its Department of State and Alien Poor, which, in addition to its other duties, is required to carry on this important work as fully as its force of inspectors will permit.

To prevent and correct evils and abuses in connection with

the placing out of children, two inspectors visit the family homes wherein such children are placed. The press of other work so taxes the time of these inspectors that it is impossible for them to visit all the homes in which children have been placed. During the year a number of complaints were made that homes in which children had been placed out were unsatisfactory. These were all carefully investigated, and in some cases the removal of the children followed.

As the total number of children placed out by superintendents and overseers of the poor during the preceding year was in excess of four hundred, it is apparent that this work, to be fully performed, will require the services of additional inspectors, for besides these placed out by the officers named, there are a great many others sent to foster homes by children's aid societies and orphan asylums. The necessity for additional inspectors is therefore urgent.

The personal observation of the condition of the children and a determination of the character of these foster homes requires more time and a greater number of inspectors than is at present available. Although the inspectors could not do this work as it should be done, it is gratifying to be able to state they have ascertained that in the great majority of homes the children are well cared for in most respects.

DEPARTMENT OF INSPECTION.

Change in Superintendent.

During the past year this Department has lost the valued services of the Superintendent, Walter S. Ufford, who occupied that position from October 1, 1899, to January 14, 1903, when he resigned to accept the General Secretaryship of the Association

for Improving the Condition of the Poor and the Charity Organization Society in the city of Baltimore, Maryland. The regret of the Board at his departure was voiced in the minute adopted by the Board at its meeting January 14, 1903, which was printed in the annual report for the year 1902 (p. 5). Mr. Ufford was succeeded on September 1, 1903, by William B. Buck, Secretary of the New York County Visiting Committee of the State Charities Aid Association.

Work of the Year.

The so-called "New York system" of caring for the dependent classes, notably dependent and delinquent children, whereby the work of institutional care is entrusted very largely to private societies who receive in return payments from counties, cities, towns and villages, usually upon a per capita basis, is reflected most clearly in the work of this Department, which is the natural outgrowth of the system. Under its supervision are grouped the private charities of the State which are in receipt of public money—chiefly homes for children, industrial schools, reformatories, hospitals and dispensaries. The various classes of institutions and societies inspected and the number of each are shown in the following table:

Number of General Inspections, Year Ending September 30, 1903.

	Number of Inspections.		
Number of Institutions.	1902.	1903.	Increase.
472	150	271	121

Much of the time of the Inspectors was taken up in special inspection work, including the examination of the educational work of the institutions and of long term inmates.

Special Investigation of Educational Work and Facilities in Homes for Children.

Unusual interest attaches to the special investigation of educational work in the 119 children's homes visited by this Department, which was set on foot by a special committee of the Board appointed April 9, 1902, to consider the matter and report to the Board upon the various questions involved. Under the direction of this committee, consisting of Commissioners Stoddard,* Smith and Rosendale, the inspectors of the Board have collected on blanks prepared for the purpose the essential facts in reference to the educational work of these homes under headings which indicate the number of inmates receiving instruction; the character of that instruction (common school, manual or industrial training); the reasons for non-attendance at school on the part of any inmate of school age; whether the pupils have been examined by any independent authority during the year; the salary, grade of certificate and experience of teachers; and the studies pursued in each grade. The methods and results of this investigation are set forth in detail in the report of the special committee which appears as an appended paper to the annual report of the Board.

Investigation of Status of Long-Term Inmates.

The second piece of special work undertaken during the year has been the examination of the records of children who have been under care in a given institution for five or more years, and is a continuation of a similar investigation carried on during the previous year. These so-called "long-term" inmates in

*Commissioner Thomas has since taken Commissioner Stoddard's place on the committe upon the latter's election to the Presidency of the Board.

sixty-nine of these institutions have been examined by the inspectors with a view to ascertaining the mental, moral, physical and civil status of each child in order to determine its suitability for placing out. In accordance with the findings of the inspectors the children have been divided into three groups:

Class A.—Children eligible for placing out by reason of orphanage, abandonment, improper guardianship of parents, etc., and whose physical and mental condition is healthful.

Class B.—Children having relatives with moral or legal claims to the custody of such children.

Class C.—Children with physical or mental defects which render them unsuited to family life.

Of the 1,786 children examined during the year, 821 were reported as eligible for placing out, 807 as having relatives with claims to their custody, and 158 as unsuitable for family life because of physical, mental or moral defects.

As noted in the preceding annual report, effort has been made to secure action by the public authorities in the localities charged with the support of these children looking to the placing out of those in Class A, and in the case of children in Class B the managers of institutions have been requested to urge the relatives of these children either to assume care of them or to contribute to their support in whole or in part. In the case of defective children such special medical care as would help to render them self-supporting, if possible, has been recommended; or, in lieu of this, that application be made for their admission to the proper State institution. Both the overseers of the poor and the managers of institutions have coöperated with the Board in this work since its beginning, and the results of the combined effort of all concerned are evident in the

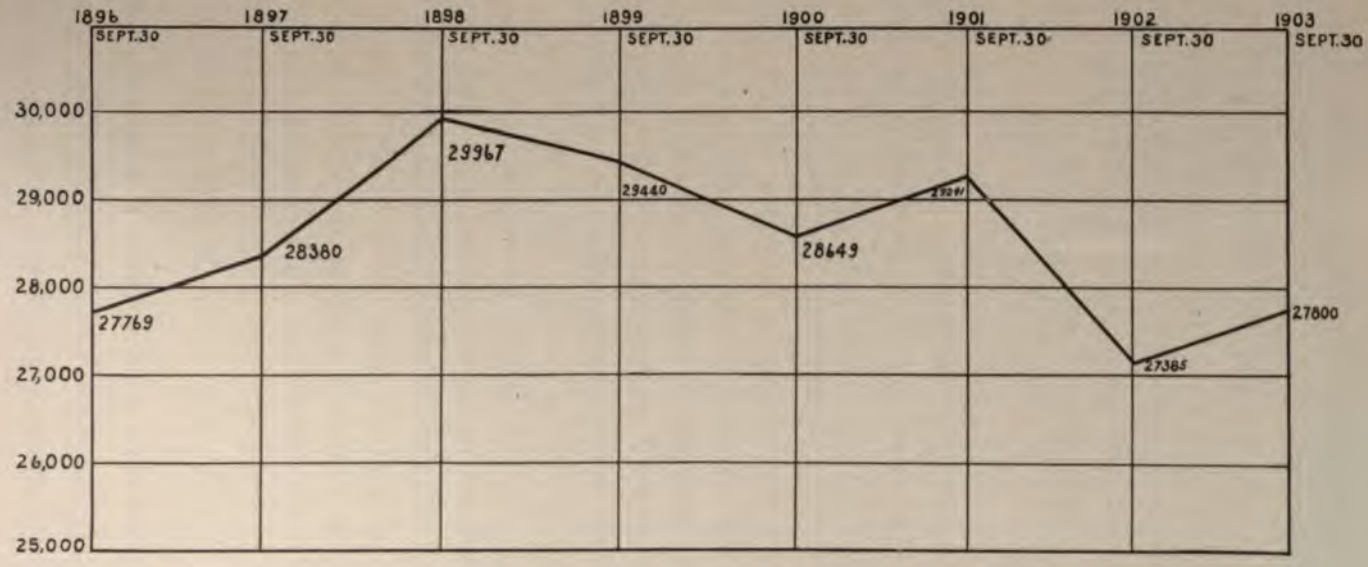
reduced number of such inmates at the beginning of the year 1903.

Census: Dependent Children.

The number of dependent children in those institutions which receive public money is always large, as the following table giving the population of such institutions on September 30th of each year from 1896 to 1903 will show:

Year.	Number of institutions.	Total population.	Number as compared with September 30, 1896.
1896	119	27,769	.....
1897	121	28,380	611 increase
1898	123	29,967	2,198 increase
1899	123	29,440	1,671 increase
1900	122	28,649	880 increase
1901	121	29,241	1,472 increase
1902	121	27,385	384 decrease
1903	119	27,800	31 increase

The following diagram shows graphically the movement of population during this period.


1896
1897
1898
1899
1900
1901
1902
1903
SEPT. 30
30,000
29,000
28,000
27,000
26,000
25,000
27769
28380
29967
29440
28649
27385
27800

The above figures for the past year show an increase of 415, or 1.5 per cent. over 1902 and of 31 over the figures for 1896, the increment being distributed as follows:

New York city institutions...	364 or 2.5%	in total pop.	14,538
Brooklyn institutions.....	19 or .34%	in total pop.	5,614
Balance of State.....	32 or .44%	in total pop.	7,233
Total.....	415 or 1.5%	in total pop.	27,385

This check in the downward movement of population in these asylums (and the substitution of an increase therefor) is perhaps only a natural reaction after so marked a reduction of population as took place in 1902, and the increase of 642 in the number of admissions for the year may be explained in part on the grounds of a corresponding increase in population and immigration, and because of industrial depression and labor troubles, all of them conditions which were particularly accentuated in New York city during the year. The decrease of 1,629 in the number of children discharged during the year is striking, although it was not to be expected that the number of discharges would equal that of 1902 when unusual attention was given to the matter of long-term inmates, resulting in many dismissals. The backward swing of the pendulum shows the need for continued attention to the matter of undue prolongation of institution life and for watchfulness on the part of institution officers to prevent the retention of children after the time they should be returned to the community.

Revised Form of Admission and Discharge Blanks.

A further result of these special inquiries appears in the revised forms of admission and discharge records, which, in addi-

tion to the data in regard to admissions required since the system of monthly reporting to the Board was inaugurated, call for information as to three further facts, viz: religion of the parents, previous residence in an institution and cause of commitment. In the case of children discharged from the custody of institutions, the monthly returns now show the name and address of the person to whom discharged, his relationship to the child, whether the child is taken for adoption or otherwise, and, in case of death, the cause of same. The records kept in the office of the Board and in many cases those of the institutions have lacked some of these particulars hitherto. It is hoped that the more extended record will safeguard the interests both of the institution and the child, and also prove valuable as a source of information.

The Placing in Families of Children From Institutions.

The attention of the Department has been called to several instances of placing of children from orphan asylums in family homes where insufficient care in the selection of the home had been exercised by the asylum authorities, with the result that certain children were given to improper persons. The methods of placing children in homes in common use at the present time, as observed by the inspectors of this Department, do not appear to be characterized by sufficient thoroughness in investigating the character either of the home or of the applicants for a child. It is not the invariable rule, or even the usual custom, either to secure from independent sources, i. e. from persons whose names are not given by the applicant for a child, references as to the character and circumstances of the persons applying for children, or to have the prospective home visited previous to placing

a child there. Much less frequently is it the case that the home is thoroughly examined by a person of good judgment and experience in this work as a condition precedent to placing a child.

Nor does it seem to be well understood at the present time that unless the utmost care is exercised in the selection of the homes this method of providing for the care of dependent children is not merely unsatisfactory but wellnigh criminal—in fine, that nowhere in the field of charity is poor work so deplorable in its results as in this matter of selecting a child's environment for that period of his life when body, mind and character are receiving the training that will make or unmake them—yet this careless method of making provision for the dependent child seems to be the rule rather than the exception. Unfortunately enough this lack of thoroughness is not peculiar to any class of officials, but is usually found where the work of placing children is undertaken as an incidental labor by persons whose time is expected to be given chiefly if not wholly to other duties. In the case of an institution officer, for example, he is obviously not in a position to go into the matter with the requisite care, as his duties to the institution demand practically his entire time and attention and he has no sub-agent of experience to whom this work may be assigned. It seems desirable, therefore, that this specialized work be left for the most part to such agencies as the Catholic Home Bureau, the Children's Aid Society and the Placing-Out Department of the State Charities Aid Association, which have the facilities for investigating prospective homes and the experience necessary to the best selection of such homes, rather than that it should be undertaken by societies organized for and devoting their attention chiefly to other purposes and

not having adequate staff or facilities for doing placing-out work.

Fire Protection.

Chapter 535 of the Laws of 1895, entitled "An act to protect the lives of inmates of public buildings of the State institutions and to protect said buildings against destruction by fire," requires every public institution which receives money from the State to be provided with adequate protection against fire and adequate means of escape for inmates in the event of fire, and chapter 381 of the Laws of 1895, entitled "An act to protect human life," requires further that the managers of hospitals provide outside stairways on buildings more than two stories in height and not of fire-proof construction, used for hospital purposes. These laws specify in minute detail the nature and extent of the protection required.

The casualties with which fires in charitable institutions, particularly those for children, have been attended not only in the entire period of institution history but even during the past two years, have made the Department exceedingly keen to note any failure to provide adequate and suitable protection, and the Board as a whole has been equally alive to the importance of the matter and firm in holding the managers of institutions responsible for failure to make such provision. The reasonable requirements of the law providing for the protection of inmates of State charitable institutions and of hospitals might well be extended to all institutions for children and certainly to those in receipt of public money. Meanwhile the Board has been doing all in its power to uphold a high standard in the matter and to keep the importance of the subject constantly before the managers of all institutions where protection against fire

is inadequate. The reasonableness of the requirement has usually appealed to the managers, and the Board has had their coöperation to this end in almost every instance. The local fire departments have also in some instances been called upon for assistance in this matter, both by the Board and the managers of institutions, and have in all cases responded most readily. Their expert advice and assistance have been of the greatest value. Largely as a result of this coöperation among all parties interested, the inmates of institutions throughout the State are much better protected than ever before. During the year fifty-nine institutions have increased their means for protection against fire. In 135 out of 197 orphan asylums, hospitals, homes for the aged, reformatories and miscellaneous institutions inspected during the year the inmates are now given reasonable protection against the dangers attending the outbreak of fire. The inmates of forty-seven of the classes of institutions are only partially protected, while in fifteen cases the provision for protecting the inmates is seriously deficient.

FOURTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

The Fourth New York State Conference of Charities and Correction was held at Buffalo, November 17 to 20, 1903, and was a well attended and successful gathering. Four hundred and seventy delegates were registered during the Conference, being an increase of over 134 over the attendance at the previous Conference. They represented almost every form of charitable and reformatory institution, both public and private, in the State. Nine members of the State Board of Charities were present at the Conference.

To the great regret of the members of the Conference, the President, Thomas M. Mulry of New York, was prevented by serious personal illness from being present at any of the sessions. His efforts in behalf of the Conference were manifest, however, in many ways. The duties of the President at the Conference were shared by the Vice-Presidents in attendance, Rev. Samuel Van Vranken Holmes, D. D., of Buffalo, and Lee K. Frankel, Ph. D., of New York.

The following program was successfully carried out:

Tuesday Evening, November 17, 1903, at Twentieth Century Club Hall. Opening prayer by Rev. S. V. V. Holmes of Buffalo; addresses of welcome on behalf of the city, Dr. Walter D. Greene, Right Rev. Charles H. Colton, Bishop of Buffalo, and Hon. T. Guilford Smith of Buffalo; address of the President, Thomas M. Mulry of New York.

The opening session of the Conference was followed by a reception to the delegates tendered by the Twentieth Century Club.

Wednesday Morning, November 18, 1903, at Hotel Iroquois. Subject: "Treatment of the Criminal." Report of the Committee on Treatment of the Criminal, by Frank W. Robertson, M. D., Superintendent New York State Reformatory at Elmira, Chairman; paper, "Juvenile Offenders," by Hon. Thomas W. Hynes, Commissioner of Correction, New York; discussion opened by Hon. George McLaughlin, Secretary State Commission of Prisons, Albany; paper, "The Need of a Reformatory for Misdemeanants over Eighteen Years of Age," by Hon. Julius M. Mayer, Justice of the Court of Special Sessions, New York; discussion opened by Rev. Samuel J. Barrows, Secretary of the Prison Association, New York.

Wednesday Afternoon, November 18, 1903, at Hotel Iroquois. Subject: "The Care and Relief of Needy Families in their Homes." Report of the Committee on Care and Relief of Needy Families in their Homes, by Nathan Bijur, Vice-President United Hebrew Charities, New York, Chairman; paper, "Moral Safeguards to Material Relief," by Rev. D. J. McMahon, D. D., Supervisor of Catholic Charities, New York; discussion opened by Miss Marion I. Moore, Secretary Associated Charities, Syracuse; paper, "Economic Aspects of Material Relief," by Edward T. Devine, Ph. D., General Secretary, The Charity Organization Society, New York; discussion opened by Rabbi Israel Aaron, D. D., Buffalo.

Wednesday Evening, November 18, 1903, at Twentieth Century Club Hall. Subject: "Dependent, Neglected, Delinquent and Defective Children." Report of the Committee on Dependent, Neglected, Delinquent and Defective Children, by Rev. William J. White, D. D., Supervisor of Catholic Charities, Brooklyn, Chairman; paper, "Delinquent Parents in Connection with Dependent and Neglected Children," by William O. Stillman, M. D., President Mohawk and Hudson River Humane Society, Albany; discussion opened by George R. Brown, Superintendent, Leake and Watts Orphan House, Yonkers; paper, "Principles and Methods of Supervision of Children in Foster Homes," by Francis H. White, General Secretary Children's Aid Society, Brooklyn; discussion opened by Rev. Nelson H. Baker, Superintendent St. Joseph's Male Orphan Asylum, West Seneca.

Thursday Morning, November 19, 1903, at Hotel Iroquois. Subject: "Politics in Penal and Charitable Institutions." Report of the Committee on Politics in Penal and Charitable Insti-

tutions, by Joseph T. Alling of Rochester, Chairman; paper, "The Blight of Politics," by Hon. Thomas M. Osborne, Mayor of Auburn, and President Board of Managers of the George Junior Republic; discussion opened by Henry W. Sprague, member Municipal Civil Service Commission, Buffalo; paper, "Civil Service Reform in its Practical Workings," by Hon. Ansley Wilcox, President Buffalo Civil Service Reform Association, and Vice-President Charity Organization Society, Buffalo; discussion opened by Hon. Homer Folks, Commissioner of Charities, New York.

Thursday Afternoon, November 19, 1903, at Hotel Iroquois. Subject: "The Mentally Defective." Report of the Committee on the Mentally Defective, by Arthur W. Hurd, M. D., Superintendent of the State Hospital for the Insane, Buffalo, Chairman; paper, "The Institution Care of the Feeble-Minded," by Robert Mason, M. D., Assistant Physician State Institution for Feeble-Minded Children, Syracuse; discussion opened by Charles Bernstein, M. D., Acting Superintendent, Rome State Custodial Asylum, Rome; papers, "The Proposed Pavilions for the Care of the Tuberculous Insane, with Exhibition of Plans," by Hon. Frederic Peterson, M. D., President, State Commission in Lunacy, New York (illustrated with lantern slides); "Tent Life for the Tuberculous and other Classes of the Insane," by A. E. Macdonald, M. D., Superintendent Manhattan State Hospital, New York; discussion opened by John H. Pryor, M. D., member Board of Trustees of the State Hospital for the Treatment of Incipient Pulmonary Tuberculosis at Raybrook, Buffalo.

This session of the Conference was followed by a reception to the delegates tendered by the Woman's Educational and Industrial Union of Buffalo.

Thursday Evening, November 19, 1903, at Twentieth Century

Club Hall. Subject: "Preventive Social Work." Report of Committee on Preventive Social Work, by J. G. Phelps Stokes of New York, Chairman; paper, "The Making of Americans," by David Blaustein, Superintendent, Educational Alliance, New York; discussion opened by Mornay Williams, President Board of Directors, New York Juvenile Asylum, New York; paper, "The Playground Movement," by Melvin P. Porter, Chairman Municipal Playground Committee of the Charity Organization Society, Buffalo; discussion opened by Miss Lilian Brandt, Statistician of Tuberculosis Committee of the Charity Organization Society of New York.

Friday Morning, November 20, 1903, at Hotel Iroquois. Subject, "The Institutional Care of Destitute Adults." Report of the Committee on the Institutional Care of Destitute Adults, by Dr. Robert W. Hill, Inspector, State Board of Charities, Albany, Chairman; paper, "Employment for Inmates of Charitable Institutions," by Clarence V. Lodge, Superintendent of the Poor of Monroe County, Rochester; discussion opened by Rev. Herbert C. Hinds, D. D., Schenectady; paper. "Sanitation and Hygiene in Public Institutions," by F. Park Lewis, M. D., of Buffalo, President of the Board of Managers of the New York State School for the Blind at Batavia; discussion opened by Eugene H. Howard, M. D., Superintendent State Hospital for the Insane, Rochester.

The closing session of the Conference was followed by an excursion to Niagara Falls tendered to the delegates by the citizens of Buffalo.

The Conference, on the favorable report of the Committee on Time and Place, Daniel B. Murphy of Rochester, Chairman, which received and considered invitations from a number of cities, voted

to accept the cordial invitation received from Syracuse to hold the Fifth Conference at that city, commencing Tuesday, November 15, 1904.

The following were elected officers of the conference for the ensuing year:

President, Robert W. Hebberd, Secretary of the State Board of Charities, Albany; Vice-Presidents, Rev. Max Landsberg, D. D., Secretary Jewish Orphan Asylum Association of Western New York, Rochester; Hon. Thomas M. Osborne, President Board of Managers of the George Junior Republic, Auburn; and Rev. D. J. McMahon, Supervisor of Catholic Charities, New York; Secretary, Edmond J. Butler, Vice-President Society St. Vincent de Paul, New York; Assistant Secretaries, Miss Marion I. Moore, General Secretary, The Associated Charities, Syracuse; Paul U. Kellogg, Assistant Editor of "Charities," New York, and Wellington D. Ives, Chief Clerk, State Board of Charities, Albany, N. Y.; Treasurer, Frank Tucker, New York. Executive Committee: Robert W. Hebberd, President of the Conference, Chairman, ex officio; Hon. William P. Letchworth, Portage; Hon. Robert W. de Forest, New York; Hon. William R. Stewart, New York; Thomas M. Mulry, New York; Hon. George McLaughlin, Monticello; Hon. Michael J. Scanlan, New York; Nathan Bijur, of New York; the Secretary and the Treasurer.

Chairmen of the Committees on Topics: On the Care and Relief of Needy Families in their Homes, Rev. Cameron J. Davis, Buffalo; On the Treatment of the Criminal, Hon. Julius M. Mayer, New York; On Dependent, Neglected, Delinquent and Defective Children, Mornay Williams, New York; On the Institutional Care of Adults, Dr. Daniel C. Potter, Brooklyn; On the Mentally Defective, Eugene H. Howard, M. D., Rochester; On Preventive

Social Work, Professor J. H. Hamilton, New York; On Politics in Penal and Charitable Institutions, Professor Frank A. Fetter, Ithaca.

ANNUAL CONVENTION OF THE COUNTY SUPERINTENDENTS OF THE POOR.

The thirty-third annual convention of the County Superintendents of the Poor of the State of New York was held at Thousand Island Park, St. Lawrence river, on the 22d, 23d, 24th and 25th days of June, 1903, Superintendent Lafayette L. Long, of Erie county, presiding during the convention.

The largest number of representatives from the several counties of the State ever in attendance in the history of the association were present at this meeting. These delegates represented not only the institutions under county care, but also the boards of supervisors, other official bodies and many private and semi-private charities.

The influence of this convention is beneficial throughout the State, and there is little doubt that hereafter many more of the county boards of supervisors will try to be represented in the annual gatherings and so come into closer touch with the administration of public charity.

The following papers were read: "The Non-Resident Poor," by Byron M. Child, Superintendent of State and Alien Poor; "County Charities and the Supervisors," by Hon. Frederick Howard, member of the Board of Supervisors of Erie county; "The Almshouse Hospital," by Superintendent S. W. Pearse of Saratoga county; "Delinquent and Neglected Children," by Hon. Julius M. Mayer, Judge of the Children's Court, New York city; "The Placing-Out Agent—Qualifications and Methods," by Miss

Mary Vida Clark, Assistant Secretary State Charities Aid Association; "The Orphan Wards of the State," by Mrs. Jennie R. House, Buffalo, N. Y.; "The Town or County System," by Superintendent E. B. Long of Westchester county.

In addition to these papers there were reports by agents, showing the work done by the Children's Aid Society of New York, the Catholic Home Bureau of New York City, the State Charities Aid Association of New York. Representatives of charitable societies and institutions and also placing-out agents from Erie, Monroe, Broome and Orange counties made reports.

The general discussion upon the papers and reports was animated and will doubtless prove profitable.

Several important resolutions were adopted, and the attention of the Legislature was called to the necessity for the enlargement of the State charitable institutions designed for the idiotic, feeble-minded and epileptic classes.

Delegates were appointed to represent the convention at the National Conference of Charities and Correction to be held in Portland, Maine, in May, 1904, and other representatives to attend the Fourth Annual State Conference of Charities and Correction to be held in Buffalo, N. Y., in November, 1903.

The following were elected officers of the Convention for the ensuing year:

Organization for 1903-1904.

President, Patrick Redmond, Jefferson county; first vice-president, John J. Kirkpatrick, Suffolk county; second vice-president, William Van Duzer, Chemung county; secretary and treasurer, J. W. Ives, Wyoming county.

Committee on Organization—J. J. Kirkpatrick, Suffolk county; W. W. Collins, Newburgh city; Wm. B. Smeallie, Montgomery

county; Albert H. Lee, Niagara county; John T. Davis, Herkimer county.

Committee on Legislation—C. V. Lodge, Monroe county; Frederick Howard, Erie county; Cortland Crosman, Genesee county; D. W. Hitchcock, Dutchess county; E. Spickerman, Schoharie county.

Committee on Resolutions—R. W. Hill, Ontario county; E. F. Ellsworth, Monroe county; R. C. Quinn, Chenango county; W. H. Townsend, Yates county; Wm. Van Duzer, Chemung county.

Committee on Topics—Cyrus C. Lathrop, Albany county; Henry Maybee, Putnam county; Mrs. Jennie R. House, Erie county; Levi A. Page, Ontario county; E. F. Merwin, New York county.

Committee on Time and Place—C. B. Dean, Tioga county; D. C. Smith, Oneida county; G. H. Craft, Genesee county; Henry D. Kerr, Suffolk county; A. D. Smith, Essex county.

The next convention will be held at Patchogue, L. I., in June, 1904.

THE THIRTIETH NATIONAL CONFERENCE OF CHARITIES AND CORRECTION.

The Thirtieth National Conference of Charities and Correction was held at Atlanta, Georgia, May 6 to 12, 1903. The President was Hon. Robert W. de Forest, Tenement House Commissioner of the city of New York, Ex-President of the New York State Conference of Charities and Correction, and President of the Charity Organization Society of the City of New York.

The program of the Conference and the several reports and addresses covered a wide range of topics. Widespread interest had been aroused, as the Governors of several of the states and

mayors of cities in the South appointed delegates. These co-operated with the local committees and the national officers in arousing the South to the importance of the work which the Conference represents. Altogether the meeting was profitable as well as pleasant. It has had an immediate effect upon charitable legislation in some of the Southern States, and its influence will long continue to be felt.

Among the subjects considered by the Conference were: "Destitute and Neglected Children," "The Insane," "County and Municipal Institutions," "The Relief of Needy Families in Their Homes," "Necessary Legislation Concerning Charities," "Reformatories and Industrial Schools," "The Treatment of the Criminal" and "The Prison System of the South."

The first general topic was "Vagrancy." This was followed by a report on "State Supervision." All the papers and reports were thoroughly discussed by the delegates, many of whom made special visits to local institutions to become better acquainted with the methods and problems of charitable and correctional work in the South.

The State of New York was well represented at the Conference, many delegates being in attendance from the public and the private institutions of the State. This Board was represented by Commissioner Michael J. Scanlan, Byron M. Child, Superintendent of State and Alien Poor, and Inspectors Robert W. Hill and Frank Kunzmann. The delegates in attendance at the Conference from the public and private charities of New York State numbered 72.

The next Conference is to meet in Portland, Maine, in May, 1904, with Hon. Jeffrey R. Brackett, President of the Department of Charities and Correction, Baltimore, Maryland, as President.

THE STATE CHARITIES AID ASSOCIATION.

In compliance with chapter 546 of the Laws of 1896, the State Charities Aid Association—a voluntary association among whose objects are the visitation and improvement of charitable institutions maintained by the State, or by counties, cities or towns, and the placing of destitute children in families—has submitted to the Board its thirty-first annual report, covering its work for the year ending September 30, 1903. The year's work is summarized in the report as follows:

1. The Association's local committees have visited and maintained a supervision over the almshouses and public hospitals in forty-seven of the fifty-eight counties of the State, which have such institutions, including the frequent inspection of all the numerous institutions in the Departments of Public Charities and of Bellevue and Allied Hospitals in New York city.

2. Nine State Charitable Institutions have been visited by the Association's twenty local visitors to these institutions, and fourteen State Hospitals for the Insane by its fifty local visitors to State Hospitals, From the central office nine State Charitable Institutions and ten State Hospitals have been visited.

3. Several County Committees have appeared before County Boards of Supervisors, and the Committees in the counties which constitute the Greater New York have appeared before the Board of Estimate and Apportionment of New York city, to state the needs of, and to urge proper appropriations for, public charitable institutions.

4. All proposed legislation relating to charities has been carefully examined, and the Association has taken an active part, in cooperation with other associations, institutions, and individuals in endeavoring to influence legislation which affected the welfare of the poor.

5. The Association had under the oversight of its various branches and Committees on October 1, 1903, 1,380 children who had been placed in families, or were with their mothers in situations. If these children were collected in one institution, the expenditure for site and buildings would certainly be at least $500,000 and the annual expenditure for maintenance not less than $100,000. Under the present plan there has been no expense for land or buildings, and only a few thousand dollars per year for placing-out and subsequent supervision. The superior advantages of family life for these younger children are not less marked, and are far more important to the community than the incidental economy of the plan. The work for children has been carried on by the following committees and branches:

The State Charities Aid Association.

a The Placing-out Committee has found permanent free homes in carefully selected families for 62 destitute children, nearly all of whom were received from institutions or public officials, and has exercised a careful supervision over these children, as well as over those placed-out in preceding years. The total number placed-out by the Committee from August, 1898, to September 30, 1903, is 357.

b. Through County Committees, supplemented by the Placing-out Agency, the Association has maintained a friendly supervision over some of the dependent children placed-out in families by public officials in Allegany, Lewis, Nassau, Richmond and Rockland Counties.

c The Committee on Providing Situations in the Country for Destitute Mothers with Infants secured 463 situations for homeless women with their babies during the year, and had 728 women with babies under care.

d. The Newburgh Agency for Dependent Children, maintained by the Association's Committee in the City of Newburgh, visited and maintained an effective oversight over 79 destitute children from that city placed in families either by the Agency or by the Almshouse Commissioners, and investigated 21 applications for the admission of children to the Children's Home. The Commissioners contribute $400 a year towards the expenses of the work.

e. The Columbia County Agency for Dependent Children assists the Superintendent of the Poor of Columbia County in the investigation of the circumstances of children who are, or are sought to be made, a charge on the County. As a result of the work of this Agency the number of children maintained by the County in private institutions has been reduced from 98 at the beginning of the year 1901 to 47 at the end of the year 1903. The Board of Supervisors contributes $500 a year towards the expenses of the work.

f. The Joint Committee (State Charities Aid Association and New York Association for Improving the Condition of the Poor) on the Care of Motherless Infants works in cooperation with the Department of Public Charities of New York city, and had under its care 190 motherless babies, received from the Department of Public Charities. During the past five years 176 babies have been placed in permanent free homes for adoption. The mortality rate among foundlings has been reduced from over 95 per cent., the rate which prevailed among foundlings under the care of the city, to 11 per cent. among those under the care of the committee during the past year. 98 are in the care of the Committee, October 1, 1903.

Forty of the Association's fifty County Committees outside of New York city have sent to the central office reports of their work during the past year. Nearly 300 visits have been made by members of these Committees to 41 almshouses, not including the very large number of visits made by the members of the New York, Kings and Richmond County Committees to public charitable institutions in New York city.

The State Charities Aid Association.

The important improvements made in the accommodation and care of the sick in New York city during the past year are reviewed in detail in the summary of the reports of the Association's New York, Kings and Richmond County Visiting Committees, which supervises the Departments of Public Charities and of Bellevue and Allied Hospitals.

The following extracts from the report are of interest:

Erie County.—The Erie County Almshouse has been under the inspection of the Committee during the year and fourteen visits have been made to the institution. The improvements which were being made at the last report are completed, and the almshouse building is greatly improved by these changes. We generally find the building clean and in good condition. A new storage house has been built during the year, and an apparatus for making ice has been added. We hear little complaint from the inmates and feel that the administration is kindly. Our Committee does not feel that the food is varied enough. There is no way of preparing it except by boiling in a cauldron; no sufficient arrangements for roasting or broiling meat. The only time the inmates get meat cooked in that manner is at Thanksgiving and Christmas, when chickens and roast pork are served to them. If it is possible, the Committee hopes to be able to persuade the Committee on Charitable Institutions from the Supervisors of the desirability of putting in cooking ranges. A new nurses' home is in process of construction at the hospital, which will accommodate sixty nurses, and we regret to say the contract has been signed for the building to cost $60,000, which seems out of all proportion to the necessary expense. We have always been courteously received at both buildings.

Ulster County.—The Ulster County Almshouse at New Paltz has long been known to be in very unsatisfactory condition, and on several occasions the Association's Ulster County Committee has brought its needs to the attention of the Board of Supervisors, but the improvements asked for have not been made. During the past year representatives of the State Board of Charities have discovered gross abuses in the management of the institution and the care of the inmates, and have brought charges against the administration. These charges include unnecessary overcrowding, incomplete separation of the sexes, ill treatment and neglect of inmates, insufficient employes, inadequate equipment, lack of proper order and discipline and the mismanagement of public funds. The following summary of the most prominent defects has at the date of closing this report been brought by the Association to the attention of its members in Ulster County, with the request that the committee should arouse public opinion against the continuance of these abuses:

1. The almshouse consists of a large and a small building, about 250 feet apart. Most of the inmates are crowded into the small building, while the large one is occupied by a few of the male inmates and by the employes. The inmates are locked into their building at night, and there

is no employe sleeping there to prevent them from conducting themselves improperly, or to care for those who need attention. For many years the State Board of Charities has recommended that the women should be transferred to the large building where they could be kept under the supervision of the matron, but the superintendent has stated that he wished to be put on record as recommending no reclassification of the inmates, and further that he considered it unnecessary to have an employe sleep in the inmates' building.

2. The physician is obliged by his contract to visit the hospital at least twice a week. The superintendent has admitted that as long a time as two weeks has elapsed between visits of the physician, and that he frequently has told the physician that it was unnecessary for him to call, as he (the superintendent) and the keeper considered themselves qualified to prescribe for the ordinary ailments of the inmates. The inmates complain that the sick are not properly attended to by the physician, the superintendent, the keeper or the matron.

3. Though the inmates are more poorly cared for than in any other almshouse in the State, the annual per capita cost of maintenance is $100.17, while at other almshouses of similar size it ranges from $62.99 to $93.12. The value of farm products is below the average of other counties.

4. No proper books or accounts are kept, and it is impossible to ascertain how the money drawn by the superintendent from the county treasury has been expended.

5. The superintendent deposited in the bank to his own account about $400 received from an inmate towards her board, though such money should have been deposited in the county treasury.

6. The list of employes furnished by the superintendent cannot be verified. For instance, one of the inmates who was charged with having received pay for his services at the rate of $60 per annum, stated that he had not for years received more than $12 per annum. Others are not paid with any regularity, nor do they receive the sums agreed upon. The superintendent sometimes gives his personal "due bills" for money which is owing for services rendered, and these bills are allowed to accumulate for many months.

7. The superintendent and the keeper are charged with being brutal and profane, and guilty of improper conduct towards the inmates. Keeper Longyear has acknowledged to an inspector of the State Board of Charities that he has horse-whipped, and that Superintendent Sammons has beaten a feeble-minded female inmate. The keeper has also acknowledged that a woman inmate, while in the almshouse, was assaulted by male inmates. The keeper charges the superintendent with having on one occasion become intoxicated on the streets of New Paltz, and of having returned to the almshouse with a female inmate who was in an equally degraded condition. The keeper acknowledges that he assists the matron in laying out

and clothing dead women. All the inmates questioned by the inspectors have expressed a cordial dislike of the superintendent and the keeper, and have complained of the neglect and abuse received at their hands.

7. The superintendent and the keeper show a total ignorance of and indifference to the requirements of institutional management. The inefficiency of the superintendent is shown by the above facts, and also by his failure to recommend to the Board of Supervisors, at their request, improvements which would correct the dangerously unprotected condition of the female inmates, by his failure to hire competent employes, to make or ask for needed improvements, or to secure and maintain proper order and discipline.

The Kingston City Almshouse is reported to be in good condition in all respects except fire protection. An improvement in this direction is greatly needed. During the past year a new roof and other repairs have been provided. The cases of contagious or communicable diseases, including pulmonary tuberculosis, are cared for in a separate building on the Almshouse grounds. Cases of acute sickness are sent to the City Hospital at public expense.

Westchester County.—The Committee has appeared twice before the Board of Supervisors in behalf of the needed improvements at the almshouse, and an attempt has been made to interest the State Board of Health in the drainage of the almshouse, as it affects the residents of the Saw Mill Valley. There is urgent need for radical improvments in the equipment of this almshouse if it is to do proper work. A crying need is for better bathing facilities and the rigid enforcement of bathing regulations. At present there are no spray baths and only one old-fashioned tub for 150 men. The result is that the men practically never bathe, and even the tubs for the women are not much used. While the babies are somewhat better cared for than formerly, the nursery having been transferred to a separate building where the ventilation is better, there is no scientific care provided for these children, with the result that all the babies who are there without their mothers die. It would be much better if these babies were boarded out in carefully selected families in Westchester County. The dietary should be more scientific and somewhat more liberal than at present. The need for an elevator in the hospital building still continues. During the year there has been some improvement in the administration through the employment of a night nurse and two assistant physicians in connection with the hospital. The most important improvement is the erection of a separate hospital for cases of pulmonary tuberculosis. The following description of this building is submitted by the Committee:

The new pavilion for consumptives now building constitutes the most important change in our almshouse conditions. The building is now enclosed and it is hoped that patients may be moved by the first of the year. It is two stories high, 97 feet long and 25 feet wide. The south

and west sides are faced by verandas or sun-parlors 14 feet wide. The building stands to the west of the present hospital and far enough from it to insure good light. The whole building will be given up practically to two wards, one for men and the other for women victims of tubercular trouble. As these wards will have the whole width of the building and have free access to the sun parlors, the conditions, it would seem, will be fairly satisfactory for a proper treatment of the disease. At any rate, the new building presents a considerable improvement on the present situation, under which the men are kept in the top floor ward of the hospital building, and where they must find it difficult to descend to the ground and outer air. The women, meanwhile, according to the stage of their disease, are kept either in the hospital in the general wards or in the almshouse among the other and comparatively well inmates.

When the Visiting Committee appeared last December before the Board of Supervisors to urge the installation of an elevator in the present hospital, and the placing of sun parlors around the wards, the condition of the consumptive patients was dwelt upon, and the lack of any provision for female consumptives emphasized. Your Committee also appeared before the Supervisors in May last and urged the adoption of the plans for this building. Your Committee feels, therefore, that it has been partly instrumental in securing this improvement, and partly responsible for its success. The physician, however, in charge of the almshouse has exerted himself greatly to obtain this consumptive pavilion. The plans are largely his, and if, as seems likely, the new building proves a benefit and a relief to our almshouse, the credit must be largely accorded to him.

The building will include an isolation ward and a mortuary chamber, both of which have been needed. When the whole is heated and properly equipped it will cost probably at least $20,000, and your Committee believes that the tax payers' money has not been wasted.

REPORT OF SUB-COMMITTEE ON STATE CHARITABLE INSTITUTIONS.

The Association now has twenty-three Visitors to ten of the State Charitable Institutions. In addition to the regular visits made by these local visitors during the past year, the New York State Reformatory for Women at Bedford has been visited by the president, the assistant secretary, and the inspector of the Association; the institutions at Syracuse, Newark and Rome by the assistant secretary and the inspector, and the Craig Colony, the Hudson and Albion Houses of Refuge, and the Rochester State Industrial School, by the inspector.

The increase of the size of the State Institutions for the feeble-minded, the idiotic, and the epileptic is still urgent, and we would recommend that the Legislature should each year make an appropriation for at least one

residence building for inmates at the Newark and Rome State Custodial Asylums and the Craig Colony until the size of these institutions is adequate to care for all the eligible cases who are being unsuitably cared for in almshouses or homes. Either this should be done, or else these institutions should be duplicated in the eastern part of the State. With half the cases eligible for commitment coming from New York city, it is perhaps somewhat of a hardship that they should all be sent so far away from home at a considerable expense for transportation, and where they cannot be visited by their friends and relatives, who, though unable to care for defective members of their families, are frequently attached to them and could do something to brighten their lives, if they were accessible.

We would repeat the recommendation that we have made for several years that the State Board of Charities should have the power to transfer inmates from one State Charitable Institution to another, and to determine the capacity of each of these institutions. The State Board should also have the power to make rules for the reception and retention of inmates in public institutions, as it already has in connection with inmates who are retained at public expense in private institutions. If such powers were conferred upon the State Board of Charities, there would be less opportunity than at present for differences of opinion between the authorities of State Institutions and of local institutions as to the classes suitable to become wards of the State under present conditions; those who were accepted for State care and maintenance could be distributed in accordance with the best interests of the State at large, and the number for whom each institution could supply suitable accommodation would be determined by an unprejudiced and impartial authority, interested equally in all phases of both State and local charity.

We are heartily in favor of all efforts to improve the industrial features of the State Charitable Institutions, to make them more largely self supporting and more helpful to one another. We would recommend the example of the State Hospitals for the Insane, in which a great number of remunerative industries have been organized with benefit to the patients and with profit to the State. The State Charitable Institutions have been somewhat hampered in the past by the restrictions of the law, but many of these restrictions have been removed, and there is no reason why a great expansion of the institution industries should not take place. Each institution should be enabled to produce for its own consumption as much as it can advantageously produce, and should be enabled to supply other institutions with products which they cannot so profitably produce.

It is hoped that the coming year will see improvements in the classification of reformatory cases and more complete equipment for caring for such cases. The State now provides reformatory treatment for about 3,500 men, women and children, of whom about 1,500 men are at the Elmira Reformatory, about 500 women at the Hudson, Albion, and Bedford

Reformatories, and about 1,500 boys and girls at the Rochester State Industrial School and the House of Refuge on Randall's Island.

To these two reformatories for juveniles, children under the age of sixteen years may be committed as vagrants or on the conviction of any criminal offence, but no child under twelve years of age can be committed for any crime or offence less than felony. Boys between sixteen and eighteen years of age can be committed for offences other than felony.

To the three reformatories for women may be committed those between fifteen and thirty years of age convicted of "petty larceny, habitual drunkenness, of being a common prostitute or frequenting disorderly houses or houses of prostitution, or of a misdemeanor," or of a felony, if a first offence.

The State Reformatory for Men at Elmira receives young men from sixteen to thirty years of age upon their first conviction of felony. Boys and young men over eighteen years of age who are found guilty of misdemeanors are not eligible for admission to a reformatory, but if committed to an institution must go to a prison or a penitentiary, being thus deprived of the advantages of a reformatory treatment, which they might have had if they had committed a more serious offense. The State should certainly provide for such offenders, either by establishing a separate institution for them, or by providing a reformatory similar to Elmira in the eastern part of the State, and then so amending the law as to enable judges to commit such offenders to either of the two reformatories. To send such offenders to Elmira at the present time would be unfortunate, for that institution is greatly overcrowded, having more than 1,500 prisoners, while it has room for only 1,200, an overcrowding which greatly interferes with the classification of the inmates and the general efficiency of the management. Even without overcrowding, however, the institution would be too large, for in the opinion of experts no such institution should attempt to care for more than 500 or 600 inmates. A larger number than this makes it practically impossible for the prisoners to receive the individual treatment that is required for the best results. Fully 300 of the men at Elmira are said to be mentally defective and incapable of becoming useful and honest members of society as a result of this deficiency. There should be a Farm Colony where defectives with criminal tendencies could be isolated, and where they could do as much as possible under proper direction to reimburse the State for the expense of their maintenance. It might be possible to establish such a colony in connection with the Rome State Custodial Asylum, if it seemed undesirable to establish a special institution for such men. Another class of reformatory cases for whom provision must be made is young girls now sent to the reformatories for children. The Rochester State Industrial School, in planning a new Farm Colony for its 650 boys, does not intend to care for the 120 girls now in the institution. If the other State Reformatory for Children, the House of

Refuge on Randall's Island, should move into the country, it will probably follow the same course and provide only for boys, of whom it has about the same number as the Rochester School. This will leave nearly 250 girls to be provided for. These girls can be disposed of in one of three ways: 1. The law can be so changed as to make it possible to commit them to reformatories for women, where separate departments for younger girls could be provided. 2. One of the three existing reformatories for women could be turned into a State Industrial School for Girls by the transfer of its inmates to the other two reformatories, if they were enlarged to receive them. 3. A new institution could be established for these girls. One of the last two methods would be better than the first, as it would be unfortunate to associate very young girls with the older and more hardened offenders, and even if they were kept separate in the institution they would be associated in the mind of the public, which would be unjustly damaging to the reputation of the children.

The following reports and papers have been accepted by the Board for transmission to the Legislature:

APPENDED PAPERS.

Report of the Committee on Reformatories: including reports of investigation into the affairs and management of the Society for the Reformation of Juvenile Delinquents; and "Recipes for Institution Use."

Report of the Committee on Idiots and Feeble-minded.

Report of the Committee on Soldiers and Sailors Homes.

Report of the Committee on Craig Colony.

Report of the Board of Managers of Craig Colony.

Report of the Committee on the Blind.

Report of the Committee on the Deaf.

Report of the Committee on the Thomas Asylum for Orphan and Destitute Indian Children.

Report of the Committee on the New York State Hospital for the Care of Crippled and Deformed Children.

Report of the Board of Managers of the New York State Hospital for the Care of Crippled and Deformed Children.

Report of the Committee on State and Alien Poor, including the annual report of the Superintendent of State and Alien Poor.

Report of the Committee on Inspection.

Report of the Committee on Orphan Asylums and Children's Homes.

Report of the Committee on Placing-Out of Children.

Report of the Committee on Dispensaries.

Report of the Committee on Almshouses.

Report of Visitation of Almshouses and Public Hospitals in the First Judicial District.

Report of Visitation of Almshouses in the Second Judicial District.

Report of Visitation of Almshouses in the Third Judicial District.

Report of Visitation of Almshouses in the Fourth Judicial District.

Report of Visitation of Almshouses in the Fifth Judicial District.

Report of Visitation of Almshouses in the Sixth Judicial District.

Report of Visitation of Almshouses in the Seventh Judicial District.

Report of Visitation of Almshouses in the Eighth Judicial District.

Salaries and Wages Schedules of the State Charitable and Reformatory Institutions.

Report of Select Senate Committee Appointed to Visit Charitable Institutions Supported or Assisted by the State, and all City and County Poor and Workhouses and Jails, 1857.

Appendix I.

Proceedings of the Fourth New York State Conference of Charities and Correction.

Appendix II.

Proceedings of the Thirty-third Annual Convention of the County Superintendents of the Poor.

ENOCH V. STODDARD, M.D.,

President.

Attest:

ROBERT W. HEBBERD,

Secretary.

Dated Albany, January 13, 1904.

APPENDED PAPERS.

REPORT

OF THE

COMMITTEE ON REFORMATORIES

REPORT

To the State Board of Charities:

Your Committee on Reformatories respectfully reports that the several State institutions of this class under the supervision of the State Board of Charities have been frequently visited during the past year by the members of the committee and by the Inspector of State Charitable Institutions. Progress is manifest in many things, and the several boards of managers seem earnestly striving to make these institutions better. This is seen especially in the educational and disciplinary methods, and in these matters the reformatories are showing satisfactory results. As institutions they are designed to correct evil tendencies, and methods calculated to favorably influence moral development must, therefore, be an essential part of the reformatory discipline of the State. For this reason the committee rejoices at the establishment of the State Industrial School on its new location, fourteen miles from Rochester, where, upon a tract of about fourteen hundred acres, purchased during the year, it is to have ample opportunity for experiments in classification and methods of industrial education. We have incorporated in this report some data in relation to the twelve private reformatories for women and girls in this State, and have appended:

(1) Reports of our investigation of the affairs and management of the Society for the Reformation of Juvenile Delinquents in the City of New York, and

(2) Recipes for Institution Use, a carefully prepared series of experimental recipes based upon the allowances of food to the New York State Reformatory for Women at Bedford. They were prepared by the Superintendent, Miss Kate Bement Davis, and

which with the accompanying notes are a study in practical dietetics. The following summary shows the present condition and needs of these institutions:

STATE INDUSTRIAL SCHOOL, ROCHESTER, MONROE COUNTY.

[Established 1846.]

This institution has capacity for 900 inmates. At the beginning of the fiscal year there were present 787 boys and 128 girls; total, 915. During the year 518 boys and 78 girls were admitted; 580 boys and 85 girls were discharged and 1 girl died, leaving a population October 1, 1903, of 725 boys and 120 girls; total, 845—a decrease of 70. The average number of inmates during the year was 881 and the average weekly cost of support, including the value of home and farm products consumed, $4.50; excluding this value, $4.04.

The act of the Legislature whereby provision was made for the removal of this institution to ample farm lands marks a new and most important era in the right development of the reform schools of the State. This departure from the old and inefficient methods has long been advocated by the State Board of Charities, and the new State policy of disciplining and training juvenile offenders is in accordance with the best thought and experience of the age.

The selection of a new location has been accomplished. The special commission appointed by chapter 527 of the Laws of 1902, consisting of the Governor, the State Comptroller, the President of the State Board of Charities, the State Architect and the President of the Board of Managers, has decided upon a suitable tract of land located about fourteen miles south of the city of Rochester, and has taken title to the same.

Such an important movement as this, accomplished as the result of efforts extending over a number of years, is a matter of general interest. Progress in educational methods for delinquent children is dependent upon good environment, and is almost impossible where such environment is unsuitable. There can be no healthy moral development unless it be along natural lines. The

housing of delinquent children in great barracks where it is impossible to give such constant oversight, classification and individual study as is necessary to protect the comparatively innocent from those experienced in vice is generally recognized as wrong. Such classification as will permit of a large degree of family life, the association of a comparatively small number of children of similar character under the watchful oversight of competent matrons and attendants in small cottages is necessary. This has been proven by experience to be the most satisfactory method for the care of juvenile delinquents.

There can be no doubt that the change will promote the physical, mental and moral well-being of the boys sent to the State Industrial School. It is desireable, therefore, that the removal of the school be accomplished at the earliest possible date, and for this purpose there should be a liberal appropriation for the erection of buildings and for the preparation of the land for occupation by the school.

In the transfer of the institution to its new location, it should be understood that none of its trade schools are to be discontinued. The opportunities of the farm will be added to those of the shops, and thus the scope of the training be enlarged to meet the needs of the boys.

The State can well afford to equip this school in its new location so as to make it thoroughly effective in saving juvenile offenders from lives of crime and the evils of pauperism. Its facilities ought to be ample in every direction that the training may be thorough in habits of industry, morality and usefulness.

For the laying out of the grounds and buildings of the new training school, this committee earnestly recommends that the services of the most competent landscape architect available be obtained, and that an appropriation be asked for this purpose. Such a work calls for expert knowledge, and the beneficial result will more than compensate for the expense. This was the course followed in the development of Craig Colony for Epileptics, Sonyea, and the harmonious arrangement of its buildings and the pleasing general effect are due to the careful planning of the

great landscape architect and engineer, the late Frederick Law Olmstead.

The removal of this school affords an opportunity to correct the unwise practice, sanctioned by law, of committing wayward and delinquent boys and girls to the same institution. Experience has proven that reformation is most surely promoted where boys are in one institution and girls in another. This committee recommends that the State Board of Charities urge the enactment of a law which will prohibit the commitment of girls to the State Industrial School after October 1, 1904, and authorize the Board of Managers, with the approval of the State Board of Charities, to transfer such girls as are then inmates and of suitable age and moral character to the Western House of Refuge for Women, Albion, N. Y.

The committee also suggests that until such time as the State establishes its own training school for girls, those under the age fixed for admission to the Western House of Refuge, Albion, be committed to such other institution of the protectory or refuge type as the committing magistrate may determine.

The committee suggests that the Board recommend for this institution the following appropriations or so much thereof as may be necessary:

For 16 cottages and the necessary barns and stables complete, $136,000; for a storehouse and bakery building, $5,000; for reception house and hospital, $15,000; for administration building, $25,000; for furnishings, $10,000; for creamery building, $3,000; for ice house, $2,000; for roads, walks and grading, $5,000; for farm stock and equipment, $10,000; making the special new appropriations approved of, $211,000; for maintenance, $185,000.

HOUSE OF REFUGE FOR WOMEN, HUDSON, COLUMBIA COUNTY.

[Established 1881.]

This institution has capacity for 293 inmates. The number of inmates October 1, 1902, was 213, and 68 were admitted during the year, making the total number under care 281. During the year 87 were discharged, thus leaving under care October 1, 1903,

194, of whom 6 were infants. The average number present during the year was 210, and the average weekly cost of support, including the value of home and farm products consumed, $5.79; excluding this value, $5.65.

The appropriation made by chapter 294 of the Laws of 1900 "for a sewage disposal plant" has not been expended. Plans have been prepared by an expert sanitary engineer, but their final approval and the award of contracts are still delayed. This is a matter of prime importance, and it is the opinion of your committee that a satisfactory method for the disposal of the sewage, such as contact-beds and a septic tank, should be utilized at the earliest possible moment and the necessary work be completed.

The alterations in the prison and administration buildings will greatly improve these structures. The administration building has required radical changes for a long time. These are now under way, and when the building is put in service again it will be in many respects much more satisfactory than ever before. It is unfortunate that, on account of insufficient appropriation, all the changes and repairs recommended cannot be accomplished at this time. The total amount available for alterations in the two buildings was much less than the lowest offer to do the work, and some important modifications of the plans were made. All the repairs and alterations in any building should be made at the same time, as it is exceedingly embarrassing to the administrative and general work to vacate buildings repeatedly that workmen may make repairs.

The general work has been attended by special difficulties during the year. The cottages had to be vacated in turn that repairs might be made. The removal of the girls from one cottage to another and their transfer from the cottages to the prison building and back again were accomplished without trouble because the girls are under excellent discipline. It may be said that repeated transfers would have been unnecessary had all the work of repair in each cottage been completed under one contract. Owing to the distribution of contracts among several bidders the

repairs were made at intervals. The contracts for general repairs in a cottage should be made so that the work would be taken up as a whole and be completed without a year or more elapsing before its finish.

The changes in the prison building will alter one wing so as to adapt it to hospital purposes. It was deemed best to take the appropriation of $10,000 for a new hospital and put it into this building, as thereby more room and better arrangements can be obtained than if the money were expended for a separate building.

The introduction of a more extended system of industrial education is urgently necessary in this as well as other reformatories. The future of women sent to reformatories will be largely conditioned by their ability to support themselves by their own labor in a respectable way, and the equipment of this House of Refuge should be complete in the industrial department so as to enable the officers to give such training as is necessary. Scholastic instruction is beneficial, but even more important is the preparation of the women for self-support.

The general discipline has continued very satisfactory. The disciplinary building is a deterrent influence. The knowledge of ability to enforce discipline checks the tendency to insubordination. Since this building was erected and physical training was introduced as part of the training, there has been a more prompt and hearty obedience, as well as a general disinclination to acts involving confinement in the disciplinary rooms.

The committee suggests that the Board recommend for this institution the following appropriations or so much thereof as may be necessary:

For concrete floors in the prison building, $250; for the completion of alterations in the administration building, $2,500; for furniture and furnishings of rooms and offices, $1,000; for hospital equipment, $500; for a new blower for steam boilers, $500; for extension of coal pockets and altering coal chute, $2,000; for special repairs to cottages, $2,000; for henhouse and henyard, $500, making the special appropriations approved of, $9,250; for maintenance, $66,000.

WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION, ORLEANS COUNTY.

[Established 1890.]

This institution has capacity for 150 inmates. The number of inmates present October 1, 1902, was 118, and 73 were admitted during the year, making the total number under care 191. During the year 56 were discharged and 1 died, leaving 134 present October 1, 1903, of whom 3 were under two years of age. The average number present during the year was 128 and the average weekly cost of support, including the value of home and farm products consumed, $5.15; excluding this value, $5.02.

The cell door locking device has not proved satisfactory, and may require modification. Anything of this kind intended to liberate the girls in a time of special danger should be readily accessible, easy of operation and certain. Its one use in this institution is as a precautionary measure for safety in the event of fire, and therefore it should be made satisfactory without delay. The electric alarm system would be better than the one adopted.

The cottages as at present may, in event of fire, become veritable fire traps. Outside fire-escapes should be provided from the second floor of each cottage, and some of the window gratings be arranged to admit of ready opening.

The cottage type of domitory is principally used in this reformatory, the reception house being intended for the girls during the probationary period only, when they are studied by the officers to determine the group to which they should be sent.

In the process of training the cottage matrons have charge of much of the industrial work, and are thus brought into close touch with the girls and the ordinary studies of the public schools are taught by a competent teacher in regular classes which meet in the schoolroom. This method has proven satisfactory in the past, and during the year has continued to show excellent results.

The population of the institution has increased since the last annual report, the average number present during the year being

128 as against 118 one year ago; 134 were present at the close of the fiscal year, September 30, 1903. This number filled all the cottages and made it necessary to maintain a number in the reception building. The capacity of the institution is 150 inmates.

As it is unwise to commit wayward girls to an institution which receives boys, this committee suggests that the Legislature be requested to enact a law prohibiting such commitment to the State Industrial School after October 1, 1904. It will be necessary to enlarge the capacity of this reformatory in order that the older girls now usually sent to the State Industrial School may be committed to this institution. The addition of two cottages will enable the reformatory to receive sixty more girls, and as these cottages can be located so as to prevent communication and association with the older inmates, such girls need not suffer in any way by their commitment to this institution.

At the present time there is no chapel or assembly hall in which the inmates may be gathered. On occasions when there are religious services the schoolroom is used. It is small and not suitable for general gatherings, and a chapel or assembly hall is desirable. In such a building a gymnasium could be installed wherein the the girls could receive training when inclement weather prevents exercise in the open air. The benefit of a course in physical training is seen in other institutions, where the girls are greatly improved in health and acquire erectness of carriage.

The price of electric light for this institution is exorbitant. It is furnished by a private company in Albion, and as there is no dynamo in the power equipment of the institution, the reformatory is practically at the mercy of a private corporation. The cost of installing an electric light plant could be met in about five years by the present outlay for lighting, and if the institution is enlarged as suggested, in three years the State will be compelled to pay an amount equal, under the present contract, to the cost of a dynamo and engine. As the engineers are now on duty in the power house day and night they can attend to such dynamo and engine if one be installed, and it is recommended that an appropriation be requested for this purpose.

The heating equipment in all the cottages should be changed and radiators installed to take the place of the overhead steam pipes. These heat the upper air to an uncomfortable degree, while the lower stratum is always cold. This causes headaches and general distress which will be avoided by having the radiators on the floors.

The plaster walls are now in bad condition. They should have immediate repair and then be thoroughly painted.

Your committee suggests that the Board recommend for this institution the following appropriations, or so much thereof as may be necessary:

For a chapel, assembly hall and gymnasium, $20,000; for two cottage dormitories, each with capacity for thirty inmates, $35,000; for furnishing the cottages, $5,000; for extraordinary repairs and equipments, $1,500; for an electric light plant, $3,000; for carriage and robes, $300; for books for library, $200; for reconstruction of the steam heating in the cottages, $4,000; for repairs to the plastered walls in the several cottages, $2,000, making the special new appropriations approved of, $71,000; for maintenance, $35,000.

NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD, WESTCHESTER COUNTY.

[Established 1892.]

This institution has capacity for 220 inmates. The number of inmates present October 1, 1902, was 151, and 107 were admitted during the year. Fifty-three were paroled or discharged on writs, one died and six were otherwise discharged, thus leaving 198 present October 1, 1903, of whom nine were infants. The average number present during the year was 187, and the average weekly cost of support, including the value of home and farm products consumed, $4.54; excluding this value, $4.47.

The comparative rapidity with which this institution was filled after its formal opening and the fact that it has already received enough inmates to fill all the buildings makes it apparent that,

although open less than three years, the time for enlargement has arrived.

At the beginning of the fiscal year, October 1, 1902, there were 151 inmates in this reformatory, but at the close of the fiscal year, September 30, 1903, the number of inmates was 198, while during the entire year the average was 186.7. For a number of months the inmate population has been in the immediate neighborhood of 200, sometimes rising to 202 and then, owing to paroles, sinking to 198. As the institution has a capacity for only 220 inmates, using all available rooms, the necessity of enlargement is apparent.

The use of many of the rooms now occupied by inmates is to be deprecated, as they are cell rooms which cannot be heated and are so isolated as to make it difficult to supervise properly the girls placed therein. The institution as it stands is as full as comports with proper management and discipline. To crowd more girls into the buildings will prove detrimental to the best interests of the reformatory. For this reason buildings to accommodate more inmates should be provided.

Magistrates now send women to the workhouse and to the penitentiary who should be committed to this reformatory, but as its capacity is reached no other course seems open to them. It is unfortunate that young women, capable of reformation, have to be sent to an institution where there are no opportunities for moral and industrial training. This reformatory can do a work for young women impossible in a workhouse. It is essentially a school wherein, through industrial, scholastic, and moral training, young girls otherwise lost to society are saved. These girls need not only firm control but also such discipline and instruction as will inspire them with hope. Many may be saved and every one can be benefited.

Fifty-two women have been sent out on parole since the institution was established. This shows there are possibilities of reformation. Of the women sent out only eleven have been returned, the others maintaining themselves respectably and in a manner satisfactory to the authorities of the institution.

The average age of the women at the time of their commitment was twenty-one years. Of those who have broken parole seven are about twenty-five years of age, showing that with women committed under twenty-one years of age the chances for reformation are decidedly better than if the commitment is delayed until the women have passed that age.

The facilities for discipline in this institution are not adequate to its needs. The management of refractory inmates, who are usually of a hysterical character, requires a building wherein girls can be controlled easily during the period of insubordination. The reception house is poorly arranged, and it is now impossible to isolate inmates who require such discipline. For this reason the most urgent need of the reformatory at the present time is a properly constructed disciplinary building.

The general work of the reformatory during the year has been very satisfactory. Classes in several special industrial branches have made commendable progress, which is also true of the regular school work. As the training has a direct effect upon character, its success measures much of the progress of the institution.

Special mention should be made of the beneficial results which have followed the employment of a teacher of physical culture. The daily systematic exercise has broken up the former slouchy carriage, and there is an alertness and responsiveness formerly absent. The institution is indebted to Mrs. Josephine Shaw Lowell for this addition to the training course. Out of her private resources Mrs. Lowell has paid the salaries of two teachers. Her counsel and influence have proven invaluable in the development of the institution.

Art industries, as they are called, such as basketry, rug weaving and hat making, have been taken up during the year and proven successful. Garden work has profitably employed many of the women, and their success in outdoor work of this kind proves that with opportunity women can become very successful gardeners.

The reception house has never been satisfactory. Its floors, of a poor quality of cement, are in bad condition and an annoyance. There are no proper opportunities for the hygienic care of the in-

mates, many of whom enter the institution badly diseased, making the use of ordinary bathtubs dangerous to all. The reception house should have spray baths installed so as to prevent the communication of disease, and for this purpose and to put the floors in safe condition an appropriation should be made.

The power plant is now taxed to its full capacity. In the event of a breakdown of the machinery the institution would be left in darkness and serious consequences might follow. The need of an auxiliary engine and dynamo is therefore imperative. One can be installed at a moderate cost, and an appropriation for this purpose should be requested.

The present arrangement of the switches by which the electric outfit is put into service invites interference by the inmates and is therefore dangerous. An improvement which will cover the switches and make other necessary changes is desirable.

The extension to all the buildings of the system of fire protection is necessary. Fire-risers and other improvements which will make an abundant supply of water available should be installed. A small appropriation will permit these things to be done, and will also provide a pump regulator and relief valves for the water supply pump.

The records of the institution are now kept in small pasteboard boxes in the office. In case of a fire these records would be destroyed. There is need of a large fireproof safe, so that valuable books and papers may receive proper care.

The hospital was completed and furnished during the year and is in daily use. To render it available at all times there should be an independent heater for it, and also a porch whereon patients can be taken in good weather. Heat is often required in the hospital when steam is not needed in the other buildings. An independent heater will make the hospital comfortable at all times.

Again special attention is called to the condition of the dam constructed to control the stream which supplies water to the reformatory. One-half of the dam was carried away about two years ago, and it is only a question of time when it will all be destroyed if it be not soon properly repaired and extended. The

break has been temporarily repaired by the use of old boards and piling, but the dam should now be properly repaired and extended. It is a structure on which the water supply for fire protection and other purposes depends, and should be kept in thorough repair. The spillway should be enlarged and the wings extended, so as to make the structure permanently safe and adequate.

This committee suggests that the Board recommend for this institution the following appropriations or so much thereof as may be necessary:

For two cottages, each for 25 inmates, $35,000; for a disciplinary building, $10,000; for two cottages for employes, $4,500; for auxiliary engine and dynamo, $3,500; for machine shop and addition to the engine room, $1,500; for an additional appropriation for coal sheds and driveway thereto, $1,500; for repairs to steam pipes in conduits, $250; for improvement of the electric light outfit, covering the switches, etc., $300; for concrete floor in the storeroom, $250; for concrete walks, $2,000; for spray baths in the reception house, $350; for window screens for dining-rooms, kitchens, basements and pantries, $350; for fire-risers and improvements in fire protection in all buildings, $1,250; for pump regulator and relief valves for water supply pumps, $250; for fire-proof safe, $250; for building and equipment for instruction in farm gardening and for starting vegetable plants, $2,500; for improving entrance to the grounds, $750; for rebuilding boundary walls about the property, $1,000; for rebuilding the dam for water and ice supply, $5,000; for grading and seeding embankments in front of the administration building and about the sewage vaults, $1,500; for independent heater in the hospital, $250, making the special new appropriations approved of, $72,250; maintenance appropriation, $55,000.

SOCIETY FOR THE REFORMATION OF JUVENILE DELINQUENTS IN THE CITY OF NEW YORK, COMMONLY CALLED "THE HOUSE OF REFUGE," RANDALL'S ISLAND, NEW YORK CITY.

[Established 1824.]

This institution has capacity for 1,000 inmates. The number of inmates present October 1, 1902, was 838, and 612 were admitted

during the year, making the total number under care 1,450. During the year 514 were discharged and 5 died, leaving the number present October 1, 1903, 931, of whom 812 were boys and 119 girls. The average number present during the year was 877, and the average weekly cost of support, including the value of home and farm products consumed, $4.01; excluding this value, $3.60.

The general work of this institution has been carried on as in recent years. The facilities for the best reformatory training are lacking, and, in a word, the institution is inadequate to the great need and opportunity. The only way in which it will be possible for satisfactory discipline and training to be given is by the removal of the institution to some suitable rural location in the vicinity of New York city. There are only 37 acres on the present site, and to crowd over 900 boys and girls upon such a limited area, with no opportunity for classification, and into buildings unsuitable by age and of barrack-like form, is to give opportunity for moral contamination which cannot be too strongly deprecated.

This institution should be removed from Randall's Island at the earliest possible date. The Legislature has already provided for the removal of the State Industrial School from a similarly unsuitable location in the city of Rochester to a large farm on which the buildings will be of modern type, arranged in cottage groups for proper classification, and where the training will be expanded to meet the requirements.

A special investigation into the affairs and management of the House of Refuge was made in October, November and December, 1903, by your Committee on Reformatories. This investigation was requested by the President of the Board of Managers of the Society for the Reformation of Juvenile Delinquents in the City of New York in view of criticisms on the management of the House of Refuge which had appeared in the public press. The investigation showed that the buildings and grounds of the institution are altogether unsuitable for reformatory purposes; that the limited acreage will not permit the reconstruction of the institution on its present site; and that under the

conditions which now exist at the House of Refuge it is impossible to classify the inmates except by size and age, which is contrary to the elementary principles of character building, and prevents the accomplishment of the work intended by the State in the organization of the society and the annual appropriations for the maintenance of the House of Refuge.

As New York city and adjacent cities and towns contribute more than three-fourths of the entire revenues of the State, they are entitled to, and should have the benefit of, a modern institution for the reformation of their delinquent youth. Such an institution should be established upon a suitable location in the immediate neighborhood of New York city.

From the evidence presented to the committee, in its possession, and other facts observed in recent years, this committee believes that the appropriations made for the maintenance of the House of Refuge have not been sufficient. The allowance for food, clothing and general household supplies has been meagre. As a consequence the dietary has lacked variety, and many kinds of food essential to the proper development of growing boys and girls have been either absent altogether or provided in such small quantities as to make it impossible for them to be given to the inmates liberally.

The clothing also has been and still is shabby and insufficient and not such as to foster a feeling of self-respect in the wearers. Many other supplies have been deficient, and the proper maintenance of the institution requires a larger per capita expenditure than has been allowed heretofore.

At the present time there is a deficiency in some of the essentials of comfort. In order that there may be ample means to care for the inmates of the institution in a suitable way, a deficiency appropriation of $35,000, or so much thereof as may be necessary, for maintenance for the fiscal year ending September 30, 1904, is needed.

Experience in reformatory management has shown that delinquent girls are out of place in an institution to which delinquent boys are also committed. It is now well known that the presence

of the two sexes is detrimental to the morals of both and complicates the problems of management. Your committee believes that the passage of an act prohibiting the further commitment of girls to the institution after the first of October, 1904, is desirable.

Your committee suggests that the State Board of Charities recommend the enactment of a law whereby the House of Refuge on Randall's Island shall be made a State institution, with a board of managers appointed by the Governor and confirmed by the Senate, as in the case of other State institutions; and that the Legislature provide for the establishment, at the earliest possible date, of a State training school for the delinquent boys of the eastern counties of the State, in the event the Society for the Reformation of Juvenile Delinquents refuses assent to the removal of the House of Refuge to a suitable location convenient to the city of New York, and to its transformation into a State institution.

Your committee suggests that the Board recommend for this institution the following appropriations, or so much thereof as may be necessary:

For repairs and equipment, $5,000; for trade schools and supplies for the same, $2,000; for window sash, casings, etc., to complete the work of renewing the same, $3,000, making the special new appropriations approved of, $10,000; maintenance appropriation, $185,000; deficiency appropriation for maintenance, for the fiscal year ending September 30, 1904, $35,000.

PRIVATE REFORMATORIES FOR WOMEN AND GIRLS.

Your committee presents the accompanying data on the laws which govern commitments to private reformatories for women and girls in this State, and submits also a table showing their salient provisions.

There are in the State of New York twelve private reformatories for women and girls. Of these five are in Greater New York, three in the Third Judicial District, one in the Fifth, and the other three in the Eighth. The district covered, names and locations of these institutions are as follows:

I. For Greater New York:

Protestant Episcopal House of Mercy, Inwood.
Roman Catholic House of the Good Shepherd, Manhattan.
New York Magdalen Benevolent Society, Manhattan.
Roman Catholic House of the Good Shepherd, Brooklyn.
Wayside Home, Brooklyn.

II. For Second, Third and Fourth Judicial Districts:

St. Ann's School of Industry and Reformatory of the Good Shepherd, Albany.
House of Shelter, Albany.
Mt. Magdalen School of Industry and Reformatory of the Good Shepherd, Troy.

III. For Fifth and Sixth Judicial Districts:

Shelter for Unprotected Girls, Syracuse.

IV. For Seventh and Eighth Judicial Districts:

Asylum of Our Lady of Refuge, Buffalo.
Ingleside Home for Reclaiming the Erring, Buffalo.
Prison Gate Mission and Salvation Army Rescue Home, Buffalo.

The foregoing list seems to indicate that the private reformatories for women and girls in the State are reasonably well distributed. Reference to the accompanying table shows, however, that by the provisions of the laws which govern commitments to these institutions, certain sections of the State are more favored than others in respect to the use which may be made of their facilities. The boroughs of Richmond and Queens, in Greater New York, seem to be without provision for private reformatory treatment, except in the case of prostitutes between the ages of sixteen and twenty-one years convicted of vagrancy. These can be committed for a single year to such reformatories, under the provision of section 707 of the charter of New York city. In these boroughs there is no provision for girls between the ages of twelve and sixteen, nor for women over twenty-one, except in the jails and the State Reformatory for Women at Bedford.

With the exception of the county of Albany, the territory in the Second, Third and Fourth Judicial Districts is without provision for the commitment of women and girls to a reformatory under Protestant management and control; and there is no law providing for the commitment of women and girls over sixteen years of age to any of the reformatories in the city of Buffalo, whether under Protestant or Catholic management.

There seem to be some differences in the ages at which commitment may be made to these reformatories, most of the laws, however, providing that girls over twelve may be so committed. The New York city charter covers only the cases of girls between fifteen and twenty-one years of age; and girls under eighteen only are received at the Shelter for Unprotected Girls at Syracuse. The provisions of the Penal Code affecting commitments to private reformatories do not apply to girls over sixteen.

There is a similar lack of uniformity in the offenses and classes of offenders named in the various laws providing for the commitment of women and girls to these private reformatories. The provisions of the charter of New York city covers only the case of a prostitute convicted of vagrancy, while the laws authorizing commitments to private institutions in Manhattan, Albany, Troy and Syracuse are rather inclusive in their provisions.

The chief defect of the present laws seem to be their failure to provide fully for certain classes of offenders. There is also a lack of uniformity between the provisions of the charter of the city of New York and the special laws affecting private reformatories in that city, and a similar lack of agreement between the provisions of the Penal Code and the above-mentioned special laws.

It seems desirable to your committee that all private reformatories for women should have uniform responsibilities; that the list of offenses for which commitments may be made to private reformatories should be the same for all; and that in the city of New York the charter provision for commitments to such reformatories should correspond to the special laws affecting these institutions.

The table which follows shows the provisions of the laws governing these private reformatories.

Respectfully submitted,

WM. R. STEWART,
STEPHEN SMITH, M. D.,
ANNIE G. DE PEYSTER,
Committee.

TABLE SHOWING LAWS UNDER WHICH COMMITMENTS MAY BE MADE TO PRIVATE REFORMATORIES FOR WOMEN AND GIRLS IN NEW YORK STATE.

Reference to law.	INSTITUTIONS DESIGNATED.	Territory affected.	Offenses and classes of offenders covered.	Ages at which commitment may be made.	Term of commitment provided.	Rate of payment.
Section 707, Greater N. Y. charter.	R. C. House of Good Shepherd, Manhattan. P. E. House of Mercy, Manhattan. New York Magdalen Benevolent Society, Manhattan. Brooklyn Wayside Home. *House of Good Shepherd, Brooklyn Bethesda Home.	Greater New York.	A prostitute convicted of vagrancy.	16 to 21.	Not exceeding one year.	
Chapter 436, Laws of 1903, amending Chapter 353, Laws of 1886.	P. E. House of Mercy, Manhattan. R. C. House of Good Shepherd, Manhattan. New York Magdalen Benevolent Society, Manhattan.	Manhattan and the Bronx.	1. A female found in a house of prostitution or in company of thieves, prostitutes, vicious or dissolute persons; or who is wilfully disobedient, etc. 2. A prostitute, or of intemperate habits, and has not been an inmate of a penitentiary. 3. A female convicted of petit larceny and is over 16 years of age and has not been an inmate of a penitentiary.	Over 12.	If an adult 3 years no discretion. If a minor for period of minority unless sooner discharged by managers of institution.	
Chapter 439, Laws of 1892.	Wayside Home, Brooklyn. House of Good Shepherd, Brooklyn.	City of Brooklyn and Kings county.	1. A female found in a house of prostitution or in company of thieves, prostitutes, vicious or dissolute persons; or who is wilfully disobedient, etc. 2. A prostitute, or of intemperate habits.	Over 12.	If an adult 6 mos. If a minor, for period of minority unless sooner discharged by the managers of institution or by a court.	$110 per annum.
Chapter 144, Laws of 1899.	St. Ann's School of Industry. Reformatory of Good Shepherd, Albany, N. Y.	Balance of State outside N. Y. and Kings counties.	1. A female found in a house of prostitution or in company of thieves, prostitutes, vicious or dissolute persons; or who is wilfully disobedient, etc. 2. A prostitute, or of intemperate habits. Also vagrancy or any misdemeanor.	Over 12.	If an adult 6 mos. If a minor, for period of minority unless sooner discharged by the managers of institution or by a court.	

Chapter 123, Laws of 1901.	House of Shelter, Albany.	County of Albany.	1. A female found in a house of prostitution or in company of thieves, prostitutes, vicious or dissolute persons; or who is wilfully disobedient, etc.	Over 12.	If an adult 6 mos. If a minor, for period of minority unless sooner discharged by the managers of institution or by a court.
Chapter 605, Laws of 1902.	Mt. Magdalen School of Industry and House of the Good Shepherd, Troy, N. Y.	Balance of State outside of New York and Kings counties.	1. A female found in a house of prostitution or in company of thieves, prostitutes, vicious or dissolute persons; or who is wilfully disobedient, etc.	Over 12.	If an adult, 6 mos. If a minor 12-18, for 3 years; if a minor 18-21, for minority.
Chapter 272, Laws of 1899.	Shelter for Unprotected Girls, Syracuse, N. Y.	5th, 6th, 7th and 8th judicial districts.	3. A female convicted of petit larceny and is over 16 years of age and has not been an inmate of a penitentiary.	Under 18.	Until discharged by trustees, but not after reaching 20 years of age.
Section 713, Penal Code.		State.	Misdemeanors.	Under 16.	Until majority or for a shorter term.

In Buffalo young women are committed to private reformatories for vagrancy as described in section 887, Code of Criminal Procedure, and for misdemeanors.

* Now closed.

REPORT.

To the State Board of Charities:

Your Committee on Reformatories, which was directed by the Board at its meeting of October 14, 1903, to investigate the affairs and management of the Society for the Reformation of Juvenile Delinquents in the City of New York, in response to a request for such an investigation received from Mr. Alexander E. Orr, President of the Board of Managers of the institution, submitted at the special meeting of the State Board of Charities, held on December 16, 1903, a preliminary report of its investigations. This report was as follows:

"In compliance with the instructions of the Board at its meeting of October 14th last, the undersigned Commissioners of the Board, members of the Standing Committee on Reformatories, have made an investigation into the affairs and management of the House of Refuge maintained on Randall's Island, New York city, by the Society for the Reformation of Juvenile Delinquents in the City of New York, and herewith submit a preliminary report thereon. We regret that Commissioner de Peyster, the third member of the committee, was prevented by a recent bereavement from attending most of our sessions and from assisting in our inquiry.

"This investigation was requested by Mr. Alexander E. Orr, President of the Board of Managers of the society named, in a letter dated September 26th last, in view of criticisms of the management of the House of Refuge which had appeared in the public press.

"In conducting this inquiry the committee held twelve hearings, nine of them at the institution, three of them at the office

like construction, now recognized as unsuitable for reformatory work. They provide for the care of the inmates by the congregate system.

"The committee recommends that legislation be enacted whereby the House of Refuge shall be made a State institution, with managers appointed by the Governor and confirmed by the Senate, as in the case of other State charitable or reformatory institutions; that the institution be removed to a large site in the country convenient to the city of New York; that thereon a model training school be established for juvenile delinquents, and in part at least supported by its own products. Failing this, the State should establish a new State training school, and therein receive and care for such delinquent boys as are now sent to the House of Refuge.

"It is undesirable for the State to make appropriations to a private corporation of this nature longer than is necessary. The present site, with its small acreage and obsolete structures, surrounded by the city, is unsuited for reformatory purposes. Under the conditions which exist at the House of Refuge it is impossible to classify the inmates except by size and age. This is manifestly improper, contrary to the elementary principles of character building, and prevents the accomplishment of the work intended by the State.

"New York city and adjacent cities and towns contribute more than half the revenues of the State. They are therefore entitled to and should have the benefit of a modern institution for the reformation of their delinquent youth. Such an institution the State is now establishing in the western part of this State by the transfer of the State Industrial School at Rochester to a site in the country. This State institution, now located in the city of Rochester, receives the same class of delinquent boys and girls from the western counties of the State as are now committed from the eastern counties to the House of Refuge on Randall's Island. Its buildings, erected many years ago, now stand surrounded by walls on a city site of 39 acres. The State

has purchased this year a beautiful tract of 1,400 acres in the Genesee valley a few miles south of Rochester, and steps are being taken to remove the institution to this site, whereupon the city property will be sold.

"If by agreement between the city, the State and the society, the House of Refuge should be removed to a site in the country, the valuable property of 36 acres on Randall's Island—conservatively estimated to be worth $2,000,000—would be released to the city of New York. It is reasonable to expect that, in view of the benefits to be gained by such removal, the city of New York would make a substantial payment to the State for the surrender of the property. The work of the institution (the reformation of the juvenile delinquent) is designed to withdraw from the criminal class large numbers of boys and girls and to make them intelligent, self-supporting citizens. The results are a substantial gain. The reentry upon so large and valuable a tract of land, now practically alienated from the city forever, is another substantial gain for which compensation seems reasonable. Should such a satisfactory arrangement be made, the old buildings now on the site could be razed. They are not adapted for charitable or reformatory use. Many would be pleased to see the site turned over to the Park Department for conversion into an island park. We cannot imagine a better purpose in which the State, the city and the managers of the institution can unite than thus to provide for the delinquent boys of eastern New York the benefits of a model reformatory institution, and for the people of the city another much needed public breathing space.

"Second.—Experience in reformatory management has shown that delinquent girls are out of place in an institution to which delinquent boys are also committed. It is now well recognized that the presence of the two sexes is detrimental to the morals of both and complicates the problems of management. We recognize the efforts of the managers to mitigate these conditions by having an auxiliary board of ladies who are specially charged with the care of the girls and who are conscientiously and intelligently performing their duties.

"The committee therefore recommends the passage of an act prohibiting the further commitment of girls to the institution.

"Third.—The investigation has, in the opinion of your committee, clearly established the fact that in recent years insufficient appropriations have been made by the Legislature for the proper maintenance of the institution and the comfort of the inmates. We find that at times during the past year the allowances for food, clothing and general household supplies have been insufficient. The dietary lacked variety, and many kinds of food essential to the proper development of growing boys and girls were either absent altogether or were provided in such small quantities as to make it impossible for them to be given to the inmates. The clothing has been and still is shabby and insufficient and not such as to foster the feeling of self-respect in the wearers.

"The expenditures of the institution for food during the fiscal year ending September 30, 1903, amounted to $39,818.99. With over 1,000 employes and inmates, the per capita expense per meal was but three and seven-tenths cents. It is conceded that the employes, who can leave the institution if they are not satisfied, were much better fed than the inmates, which makes it probable that the cost per meal for the latter did not exceed three and one-third cents. When these figures are considered the reason for the lack of quantity and variety in the food supply is at once apparent.

"During the same year there was expended for clothing the sum of $10,405.80. Divided among 877 inmates, the yearly average number, this shows an annual per capita expenditure of $11.86, or less than a dollar a month for clothing. When it is considered that outer garments, underwear, nightwear, shirts, socks, furnishings, shoes and caps were supplied from this expenditure, it will be readily seen that such an amount is insufficient for the purpose. But another fact must be borne in mind. In addition to the 877 boys and girls who were clothed from the allowance of $10,405.80, the institution was required to provide new clothing for 519 boys and girls paroled or discharged during the

of the chairman, during which testimony was taken from fifty one persons, including the President and members of the Board of Managers, and officers, employes and inmates of the institution. The Fiscal Supervisor of State Charities was, by invitation of the committee, represented at each of the hearings and availed himself of the opportunity offered by the committee of suggesting questions and lines of inquiry.

"During the course of the investigation your committee examined the buildings and grounds of the institution and inspected the inmates as to their clothing, cleanliness and physical condition. We also examined the dietary, were present at the meals visited those in disciplinary confinement, attended sessions of the scholastic and trade schools, and examined the records and the various methods of procedure in management. The institution on the first day of October last sheltered 931 inmates—812 boys and 119 girls.

"The result of the investigation leads your committee to believe that the public interest will be best served by inviting immediate attention to three essential points. A detailed report will be submitted later.

"First.—The anomalous condition of this institution in its relation to the State should be considered. The Society for the Reformation of Juvenile Delinquents in the City of New York is a private corporation organized under a law enacted in 1824. The House of Refuge, which it maintains mainly through State appropriations, is called by law a State institution. The site on Randall's Island occupied by the House of Refuge belongs to the city of New York, to which it will revert whenever the society discontinues its work on the island. Thus there is a well-defined and adverse triple interest in the ownership and control of the property.

"Besides paying over ninety per cent. of the maintenance expenses of the institution, the State has expended more than half a million dollars for the erection of the buildings and the improvements on the island, but has no ownership in said property. The buildings are more than fifty years old and of barrack

"The committee therefore recommends the passage of an act prohibiting the further commitment of girls to the institution.

"Third.—The investigation has, in the opinion of your committee, clearly established the fact that in recent years insufficient appropriations have been made by the Legislature for the proper maintenance of the institution and the comfort of the inmates. We find that at times during the past year the allowances for food, clothing and general household supplies have been insufficient. The dietary lacked variety, and many kinds of food essential to the proper development of growing boys and girls were either absent altogether or were provided in such small quantities as to make it impossible for them to be given to the inmates. The clothing has been and still is shabby and insufficient and not such as to foster the feeling of self-respect in the wearers.

"The expenditures of the institution for food during the fiscal year ending September 30, 1903, amounted to $39,818.99. With over 1,000 employes and inmates, the per capita expense per meal was but three and seven-tenths cents. It is conceded that the employes, who can leave the institution if they are not satisfied, were much better fed than the inmates, which makes it probable that the cost per meal for the latter did not exceed three and one-third cents. When these figures are considered the reason for the lack of quantity and variety in the food supply is at once apparent.

"During the same year there was expended for clothing the sum of $10,405.80. Divided among 877 inmates, the yearly average number, this shows an annual per capita expenditure of $11.86, or less than a dollar a month for clothing. When it is considered that outer garments, underwear, nightwear, shirts, socks, furnishings, shoes and caps were supplied from this expenditure, it will be readily seen that such an amount is insufficient for the purpose. But another fact must be borne in mind. In addition to the 877 boys and girls who were clothed from the allowance of $10,405.80, the institution was required to provide new clothing for 519 boys and girls paroled or discharged during the

year, thus making a total of 1,396 clothed for that amount. The average sum spent for each one was therefore less than eight dollars. The State requires the counties to pay $30 a year for the clothing of patients in some of the State institutions, and in the opinion of your committee this sum is necessary for the proper clothing of the boys and girls committed to the House of Refuge.

"The inquiries of your committee as to the reason for the deficiency in supplies were answered by the statement that the meagreness of the appropriation made it necessary to omit from the monthly estimate everything which would make the estimates exceed the monthly pro rata allowances. These allowances are made by the Fiscal Supervisor, who also may suspend, reduce or disapprove items. In exactly what proportion these conditions have been due to the urging of economy by the Fiscal Supervisor on the one hand, or the failure of the Board of Managers to insist upon securing needed allowances on the other, it is difficult to state. Nor do we think that any attempt to determine this question would serve any useful purpose.

"Your committee recommends that the appropriation to the House of Refuge for the next fiscal year be placed at $185,000, which, with the appropriation of $12,000 from the city of New York towards maintaining the schools of the institution, will permit of a more reasonable per capita expenditure. The maintenance appropriation from the State for the last fiscal year was only $148,500 and $12,000 from the city of New York. In order to provide for the immediate needs of the institution a deficiency appropriation of $35,000 should be made.

"The investigation of your committee has disclosed many evidences of unduly economical administration, but not of serious suffering or hardship to any of the inmates. Their health has been and is now good. There have been no epidemics and only sixteen deaths in the last five years, a mortality so low as to testify to good care. The discipline has improved in recent years notwithstanding the abandonment of corporal punishment.

"The Society for the Reformation of Juvenile Delinquents in the City of New York," under which corporate title the managers

conduct the institution, now comprises only the present and the former members of the Board of Managers. The board is a self-perpetuating body of thirty. While your committee does not believe that so large a board is necessary or desirable for an institution of this kind, it nevertheless finds that many of the members of the board give earnest and disinterested service to the management of the institution and are entitled to the commendation of the public. Upon them now devolves the great responsibility of the care and education of 900 children, and they should receive from the State ample means to carry on this work in a manner which will assure them all the opportunities for improvement possible in the institution.

"Your committee finds that the site, plant and equipment of the House of Refuge are entirely inadequate for modern reformatory work; that there is urgent need for a model reformatory for the delinquent boys of New York city and the eastern counties of the State. Also that Randall's Island does not afford an adequate site for this. Your committee therefore recommends that steps be taken for the removal of the institution to a suitable country site and its reorganization upon modern lines without delay."

Respectfully submitted.

WM. R. STEWART,
STEPHEN SMITH, M. D.,
Committee.

DECEMBER 16, 1903.

FINAL REPORT

OF

Investigation into the Affairs and Management

OF "THE SOCIETY FOR THE REFORMATION OF JUVENILE DELINQUENTS IN THE CITY OF NEW YORK," WHICH MAINTAINS THE HOUSE OF REFUGE ON RANDALL'S ISLAND, NEW YORK CITY; MADE BY THE COMMITTEE ON REFORMATORIES OF THE STATE BOARD OF CHARITIES,

JANUARY 11, 1904.

REPORT.

To the State Board of Charities:

The committee on reformatories which was directed to investigate the affairs and management of the "Society for the Reformation of Juvenile Delinquents in the City of New York" respectfully submits the following supplemental report:

The committee regrets that owing to a recent severe bereavement Commissioner de Peyster was unable to attend its meetings.

The committee held nine sessions at the House of Refuge on Randall's Island and three at the office of the chairman, 31 Nassau street. There were present at these several hearings one or more representatives of the Fiscal Supervisor's department who were allowed to submit questions, through the chairman, to the witnesses. The examination included the testimony of the managers, of the principal officers and employes, and of many of the older inmates. The committee visited from time to time all parts of the institution; inspected all of the inmates personally as to their clothing, cleanliness and physical condition; examined the dietary and was present at the meals; visited all inmates in confinement; attended the sessions of the scholastic and trade schools; examined the records and all the various methods of procedure in the management. The testimony was taken by a stenographer and a large amount of documentary evidence was received, marked for identification and filed for reference.

To clearly understand the recommendations which your committee submit for your consideration, as a result of this investigation, it is important that the original purposes of this institution should be set forth, the progress which it has made in the fulfillment of those purposes traced, and its present conditions and adaptations for future usefulness described.

It is gratifying to your committee to state that during the eighty years of its existence this Society has had as its managers an unbroken succession of eminent citizens of New York. Every department of business, every profession, and the various religious denominations have been represented on its board by men of prominence and character. No charitable, social, or secular organization of the period, 1824-1904, can present a membership which would command more universal public confidence.

ORIGIN AND PROGRESS OF THE SOCIETY.

The Society had its origin in the great prison reform movement inaugurated by John Howard. Early in the last century the influence of his work began to be felt in this country and among those who took an active interest in instituting reforms in our prison system were men whose names are connected with most of the charitable, educational and religious institutions of the city at that period.

Although the common practice of placing old and young offenders together in prisons had aroused criticism, it was not until 1821 that active measures were taken to effect a reform. In that year Hon. Edward Livingston, formerly mayor of New York, a leading thinker of that day, published what has been known as "Livingston's Code," and advised a "House of Refuge" and a "School of Reform" for young convicts, in his proposed reform of our penitentiary system.

Among those citizens who became so interested in the reform as to take active measures to secure the change, was Hon. Cadwallader Colden, the first president of the Society. In a report to the Society for the Prevention of Pauperism in 1821, he wrote: "Shall it in future times be said of New York that she has educated a portion of her native youth with a gang of felons in the penitentiary; and this too, because these youths have in their infancy been abandoned by the hand that should have protected them?"

In the following year, 1822, this Society published a report on the "Penitentiary System in the United States" which exerted

a marked influence both in this country and in Europe in hastening the reform which separated young from old offenders.

In 1823 the Society again issued a report, but devoted it chiefly to juvenile delinquency. It was prepared by Mr. James W. Gerard and was a powerful appeal for immediate action along the lines which it proposed, viz.: the establishment of a "House of Refuge for Juvenile Delinquents." The keynote of the reform which the founders of the Society desired to effect is found in the following description of the "House of Refuge for Juvenile Delinquents" which it proposed to create:

"The design of the proposed institution is to furnish in the first place, an asylum, in which boys under a certain age who become subject to the notice of our police, either as vagrants, or homeless, or charged with petty crimes, may be received, judiciously classed according to their degrees of depravity or innocence, put to work at such employments as will tend to encourage industry and ingenuity, taught reading, writing and arithmetic and most carefully instructed in the nature of their moral and religious obligations, while at the same time they are subjected to a course of treatment that will afford an energetic corrective of their vicious propensities and hold out every inducement to reformation and good conduct. * * * Such an institution would in time exhibit scarcely any other than the character of a decent school and manufactory."

This report is especially interesting as showing how completely the founders of this Society comprehended the problem to be solved and how thoroughly practical were their plans of reform.

The report urges the necessity of new and separate prisons for juvenile offenders and maintains the possibility of effecting the complete reform of young criminals placed under proper conditions. The prisons, which the report proposes for the young offenders, should be rather schools for instruction than places for punishment like our State prisons where the young and old are confined indiscriminately. The youth confined there should be placed under a course of discipline severe and unchanging, but alike calculated to subdue and conciliate. The wretchedness and

misery of the offender should not be the object of the punishment inflicted; the end should be his future reformation and usefulness. Two objects should be attended to: First, regular and constant employment in branches of industry that would enable the convict to attain the further means of livelihood; and, secondly, instruction in the elementary branches of education, and the careful inculcation of religious and moral principles.

In June of the year 1823, the Society appointed a committee to report a detailed plan for a "House of Refuge" and on the 19th of December of the same year the committee reported at a large meeting presided over by the Mayor, Mr. Colden. In this report we find the most advanced opinions of the principles that should govern the organization and management of these reformatories for juvenile delinquents.

Of the proper subjects for admission to the Refuge, the report mentions several classes, viz.: Juvenile offenders whom the magistrates commit to the city penitentiary; boys whose parents from vice or indolence are careless of their minds and morals and leave them exposed in rags and filth to miserable and scanty fare, destitute of education and liable to become the prey of criminal associates; youthful convicts, who on their discharge from prison are without character, destitute of the means of subsistence and ignorant of the means of obtaining it, having no alternative but to beg or steal; delinquent females who are too young to have fixed habits of depravity, or who have yielded to the seductive influences of corrupt associates and are cast forlorn and destitute upon a cold and unfeeling public. The report discussed with great intelligence the necessity of the classification of inmates based upon character and other conditions, with badges to distinguish classes, thus inspiring self-respect and a wholesome ambition.

Animated by these high ideals of the Refuge adapted to the wants of the delinquent juvenile classes of the city, the "Society for the Reformation of Juvenile Delinquents in the City of New York" was incorporated March 29, 1824, with a Board of Managers.

It is an interesting fact to notice that the first site of the Refuge was one mile from the habitable portion of the city, two miles from the City Hall, and consisted of four acres. It was surrounded by cultivated farms, groves, open and rough fields blooming in their season with wild flowers. That site is the present Madison Square.

In 1839 the conditions within and without the Refuge made it necessary for the managers to consider the propriety of removing to a more suitable location. The buildings had now become inadequate for proper classification and the growth of the city had so advanced upon the surrounding area that an extension of the plant could not be judiciously made.

A successful appeal was made to the city authorities for the grant of a new location, and it was finally decided to accept the Bellevue Fever Hospital, with the block of ground between Twenty-third and Twenty-fourth streets and First avenue and Avenue A. The Refuge was established on this site, after proper preparation, in 1839. During the fifteen years of its existence, twenty-five hundred children had been received and returned to society.

In 1848 the question of securing another site better adapted for the classification of inmates was again under discussion. An appeal was again made to the city and to the Legislature, with the result that the present site of the Refuge on Randall's Island was finally set apart by the city, and the Legislature appropriated $50,000 for the erection of the buildings. It was not, however, until November, 1854, that the Refuge was formerly opened on Randall's Island, where it has continued in operation to the present time, or for half a century.

On reviewing the work of this institution during the eighty years of its existence, many facts of historical interest become apparent. The Refuge was the pioneer reformatory institution of this country. Its ideals were of the most exalted character and in its attempts to realize them it attracted the attention of philanthropists at home and abroad. Distinguished statesmen like De Tocqueville, Sir H. L. Bulver, M. de Metz and others examined its work and commended its methods. In the organ-

ization of many reformatories, even in Continental Europe, the more prominent features of the Refuge were adopted.

But, as we trace its progress, the repressing effects of conditions inherent in its organization and management have become more and more apparent. The number of inmates has so increased that proper classification is impossible, nor do the conditions of the buildings and grounds permit of such extension as modern reformatory methods demand. The congregate system of organization, now generally abandoned by other states and countries, is still adhered to by the managers of the Refuge, thus preventing the introduction into its management of many new and important methods for improving the moral and physical condition of the inmates.

The buildings were erected at a time when society proceeded upon the principle that such boys and girls as were to become its inmates were juvenile criminals, needing mainly to be restrained of their liberty, and capable of being dealt with in the mass and only to be reformed by harsh measures. If any genuine reformation of character was achieved, it must have been in spite of, rather than in consequence of such conditions.

The door of a reformatory institution should open to the inmate a whole new world of opportunities. Removed from the former degrading and criminal environment, personal sympathy and help should be extended, and an opportunity to become decent, clean, well developed mentally, morally and physically should be afforded. With most boys, who are usually only the victims of bad examples or heredity, and are committed to such institutions mainly because of delinquent parents, a careful study of their past history, and constant attention to behavior and progress in the institution will secure the objects for which the institution is established, and for which the State expends its millions, viz.: genuine reform of character.

On the day of the opening of the House of Refuge, January 1, 1825, the reception and enrollment of inmates began, and the first seven names recorded were those of young girls sent to the new institution by the city magistrates.

The commitments averaged 8 per month for the remainder of the first fiscal year, the total being 73, and for that year the average number in the institution was 41. On October 1, 1825, when the second fiscal year opened, there were 18 girls and 43 boys in the House of Refuge. In the second year there were 159 commitments, and at its close, September 30, 1826, there were under care 125 boys and 29 girls, a total of 154.

Since the opening of the institution, January 1, 1825, the whole number of children under its care has been 29,525.

Boys	24,529	
Girls	4,996	
		29,525

On the first of October, 1902, the number of inmates was as follows:

White boys	669	
White girls	72	
Colored boys	78	
Colored girls	19	
		838
There were received since:		
White boys	512	
White girls	59	
Colored boys	30	
Colored girls	11	
		612
Total in the House during the year		1,450
There were disposed of during the year:		
White boys	431	
White girls	37	
Colored boys	46	
Colored girls	5	
		519

Leaving in the House on the first of October, 1903:

White boys	750	
White girls	94	
Colored boys	62	
Colored girls	25	
		931

These tables show that the ratio of boys and girls in the total number of commitments is approximately as five to one. The present census of the institution, however, shows eight boys to one girl. This disparity in the proportions of the two sexes may be accounted for mainly, we think, by two causes. First, the opening of other reformatories, both public and private, in which girls of this class can be received, since the incorporation of this institution. The Catholic Protectory, the House of Mercy, and the House of Refuge for Women at Hudson, and the New York State Reformatory for Women at Bedford, were all, with others also, established since its opening.

Second, a disinclination on the part of the committing magistrates to send young girls to an institution so generally known as a reformatory for boys. This is a serious objection based on good reasons, and by itself would account for the disparity.

RECEIPTS AND EXPENDITURES.

For the first fiscal year of the institution the total receipts were $18,202.16, of which the State contributed $2,000, which amount was annually contributed thereafter by the State for five years. The balance of the receipts was mainly from the city and individuals. Some money was derived from labor and sales. Up to 1827 the total expenditures, including maintenance, were $54,631.70, and of this $6,000 was from the State treasury.

To September 30, 1903, the State has expended for the buildings of the House of Refuge, their general equipment and repairs, the sum of $666,100.38.

The State Board of Charities does not approve the policy of making State appropriations for institutions under private con-

trol, believing that public trusts should be administered by officers appointed by and directly responsible to the State. It has declared that "the moneys of the State should not be used in creating or improving a charitable plant unless such plant belongs wholly to the State and is absolutely under its control." In this connection it may be of interest to show how much public money has been appropriated to the support of the work of the Society for the Reformation of Juvenile Delinquents since its incorporation, as well as the total amount received from private sources as donations or other benefactions.

From 1824 to April, 1897:

Donations		$31,886 47
State appropriations		3,393,301 26
City appropriations		1,205,248 52
Sundry sources:		
Labor of the children	$1,128,992 82	
Sales	33,322 81	
Interest	6,520 99	
Board of U. S. prisoners	958 95	
Wharfage	1,167 18	
Insurance for burned buildings	22,817 22	
Miscellaneous	1,057 30	
		1,194,837 27
Total		$5,825,273 52

The statement of expenditures from 1824 to 1897 is taken from a report submitted by the Treasurer of the Society in 1897.

From 1897 to October 1, 1903:

State appropriations	$1,169,815 44
City appropriations for school purposes	74,391 34
Insurance receipts for burned buildings	28,602 08
Miscellaneous receipts	4,065 92
Total	$1,276,874 78

Total receipts since the incorporation of the Society:

State appropriations	$4,563,116 70
City appropriations	1,279,639 86
Sundry receipts	1,227,505 27
Private donations	31,886 47
Grand total	$7,102,148 30

In the foregoing statement of receipts, it appears that a very large amount, $1,128,992.82, was realized from the labor of the children. In the early days of the institution, the labor of the inmates was utilized as a means of revenue, and contracts were made by which the children performed work for outside parties. This system of contracting the labor of the children continued for many years, and although the revenue derived therefrom was an important factor in the maintenance of the institution, the effect upon the inmates of the system was very unsatisfactory.

The object of a reformatory is to train and educate the children and everything should be subordinated to this. The tendency of the contract system is to subordinate the education and training to financial gain. The contractor is looking for profit and sacrifices the interests of the children to that end.

No reformatory can be successfully maintained in which training and education are made secondary to money profit, and the history of the House of Refuge is only one of many illustrations of the truth of this fact in this country.

The contract system was abolished in 1887, and since that time, although the children in the House of Refuge have been employed, all their labor has been planned for an educational purpose. Instead of being a factory, as under the contract system, the House of Refuge was transformed into a school by the abolition of contracts for the labor of inmates, and this it has continued to be until the present time.

PUBLIC AID.

The history of the institution during the eighty years of its existence records a steady growth in numbers. The House of

Refuge has been twice removed in that time to provide more adequate facilities for classification. It has always been conducted on the "congregate system" and hence classification in such manner as to secure the best results has been impossible. It has also always had a department for girls, separated more or less completely from that for the boys, but the association of the two sexes under one management has proven embarrassing.

During the first year of its corporate existence, the Society sought and obtained aid from the Legislature. An act was also passed empowering the managers to receive children convicted of criminal offences in any city or county of the State, thus early making it a *quasi* State institution. The same act provided that the commissioner of health in the city of New York should pay to the Society any surplus of the tax imposed for the maintenance of the Marine Hospital over what was required to defray the expenses.

This was the beginning of that anomalous arrangement by which a private corporation came to be supported partly by the city, but more largely by the State. On the removal of the institution to Randall's Island, this triple form of management continued, while the corporation remained private and self-perpetuating. The city gave conditionally the lands on which the buildings were to be erected, contributed annually certain funds to its support, and the State appropriated the money with which to erect the buildings and from year to year supplied the funds required for repairs and maintenance.

While your committee has found abundant evidences of the usefulness of the Society for the Reformation of Juvenile Delinquents during the long period of its existence, we are impressed with the fact that the triple form of management under which it has long been carried on has been a serious embarrassment to its proper development. And this embarrassment has now reached a crisis which, in our opinion, completely cripples the institution and demands the adoption of radical measures

of reform. The testimony on which the conclusions of your committee are based is very voluminous and only a summary can be presented in this report. The detailed evidence is on file in the office of this Board and can be referred to.

The following is a carefully prepared summary of the principal facts developed during the investigation. They show the actual conditions which were found, the embarrassments under which the management of the House of Refuge has labored, and the immediate need of radical reforms.

DESCRIPTION OF THE BUILDINGS.

The New York House of Refuge, of the Society for the Reformation of Juvenile Delinquents in the City of New York, is located on the southern part of Randall's Island, fronting on Harlem river, between One Hundred and Fifteenth and One Hundred and Twentieth streets.

The premises comprise thirty-seven and a half acres. Six acres are devoted to lawns, ten acres to playgrounds and building sites, eight acres to vegetable gardens, and the remainder is marsh land. A sea-wall is built along the front on Harlem river and around the southern boundary on Little Hell Gate. The buildings, of brick, were erected in 1854, and have a frontage of nearly one thousand feet. There are accommodations for 1,000 inmates, 750 boys and 250 girls. The State has appropriated up to the present time for the buildings alone nearly $500,000. There are two departments; one occupies the larger building, 750 feet front, and is composed of the first and second divisions of boys. The other department occupies the smaller building, which has 250 feet front, and is used by the primary division of little boys and also by the girls. Between these stands the administration building. All of the divisions for the boys are separated from each other and also from the girls' department. The playgrounds of the divisions are bounded by stone walls twenty feet high.

The buildings for shelter and recreation for the boys in inclement weather, the schoolhouse, with dining-rooms on the first

floor, the kitchen, bakery and storehouse, and the workshops, are in the rear of the main building.

The workshops are in buildings 150 feet long, 30 feet wide, three stories high, of brick construction, and are supplied with tools and machinery for some industrial training suitable to the ages and capacity of the boys.

Training buildings for the girls are located in the rear of the girls' department. In these the common school branches are taught, and also various domestic industries, such as cooking, washing, mending and ironing.

The dormitories for the boys of the first and second divisions and the officers' quarters are in the main building.

The boys' department of the institution has three divisions: the primary department for the youngest boys, the first division for the intermediate class, and the second division for the oldest boys and those of more mature development. The three divisions are separate, each having its own schools, dining-room, dormitories, playgrounds and employes. The employes in the primary department are all women. Both boys and girls attend the chapel in the main building, where the girls occupy the gallery and the boys the main floor.

INTERNAL ARRANGEMENTS.

The buildings are four stories in height and are mainly provided with long, open dormitories. Those on the same floor are separated by wide halls. The entrances to these halls from the dormitories are through double iron doors which are usually locked.

On the boy's side the first three floors are occupied by the dormitories, lavatories and bathrooms. The fourth floor is the prison ward of the institution and is divided into a large number of cells, small, badly ventilated and lighted, built back to back in the center of the floor, the cell doors facing the windows. Thus there is easy communication between the boys in confinement through the barred front and the side and rear walls. That an

officer is on watch in this hall, day and night, does not, nor can it, prevent this communication.

As originally constructed, the prison cell system prevailed throughout the buildings and continued for many years. Recommendations of the State Board of Charities, made from time to time after its organization, led to many modifications of the internal arrangements, and most of the cells were converted into open dormitories by the removal of the partitions. The purpose of this change, and of others suggested by the State Board of Charities, was to remove the gloomy, prison-like appearance and influence, and to substitute the more cheerful characteristics of a training school.

The southern end of what is called the "boys' building" is occupied by the administration department. Here are the officers' quarters and also those of the staff, the kitchen and dining-rooms of the officers and employes. The armory is located in the rotunda of the administration building and in this, on visiting days, the boys are permitted to meet their friends. Under all buildings are cellars with heating, water and drainage pipes. But the cellars are damp and sometimes flooded by high tides.

The girls' building has its administration department in the center of the smaller building and in this are the apartments allotted to the staff. The dormitories for the girls are separated from those allotted to the smaller boys by this administration part. The small boys occupy the northern section of this building. The first floor is used as an assembly room and contains the lavatories. The upper floors are dormitories of the same open type as those in the boys' building.

The dormitories for the girls are different in form. They are of the outside cell type and on each of the upper floors are two tiers of cells lighted and ventilated by outside windows. These all open on a central hall where a woman attendant is constantly on duty. On the lower floor the rooms are single but not arranged as cells, and only one side is occupied by them. The remaining space is used as an assembly room and for recreation purposes in stormy weather. In addition to the dormitories

and the administration section, this building has an annex in which the industrial department is located. In this, besides the kitchen and dining-rooms, are the laundry, the cooking school, and other rooms for industrial training. The kitchen for the attendants is in the basement.

The main dining-rooms and kitchen for the boys' department are located on the ground floor of the school building, which stands about fifty feet in the rear of the main structure. The two large dining-rooms are separated by a hall. Both are poorly ventilated, dark and much too small to accommodate the boys properly. They give a feeling of depression to visitors as wanting the conditions of comfort and cheerfulness which should be found in such an institution. The kitchen, immediately in the rear, is large and has a stone floor, but is poorly equipped for the work it is required to do. Directly connected with the kitchen are the storerooms for supplies. Between the dining hall and the main building is the assembly hall in which the boys are gathered during inclement weather, and which was used formerly for drill purposes.

The schoolrooms are all located on the second floor of this building. They are poorly lighted, it being often necessary to use artificial illumination very early in the afternoon. The rooms are badly arranged, for not only is the lighting bad, but all are poorly ventilated. They are entered after climbing a narrow and dangerous stairway. Thus their location and arrangement also makes the school department difficult of supervision.

The industrial department for boys is located in the line of buildings to the rear. These will be mentioned later in this report.

The quarantine building is a low single story lean-to structure built against the north wall at the northeast angle. It consists of a number of cells on two sides of a narrow passage, and opens into a small yard separated from the main playground by a low paling fence. In addition to this structure, the trachoma building, used for quarantining boys suffering from that

eye disease, also serves for the temporary isolation of some of the inmates. This opens upon a small yard closely connected with the main playground.

The other buildings include the power plant, the storehouses, the houses of the assistant superintendent and the captain of the boat, and a number of other small structures.

All these buildings are more or less dilapidated and need many repairs. To put them in good condition will require a very large sum of money. The managers from year to year have requested the State to provide the funds for repairs, but in the belief that the institution should be removed to a better location, it has been deemed unwise to expend any more money on the present plant. Hence repairs have been postponed from year to year until now a general state of dilapidation prevails.

GENERAL EQUIPMENT.

The heat and power plant is in good condition. It produces all the heat required throughout the buildings and furnishes the power to run the various shops. The buildings are supplied with heat through a vast system of steam pipes, and lately the State has covered all the feeder pipes with asbestos. There is a machine shop, a blacksmith shop, shoemaker shop, a carpenter shop, and an extensive printing establishment, all of which receive power from this central plant, as do also two large laundries.

The beds in the dormitories are poor, and although wire mattresses can be made and much repairing of beds is done in the blacksmith shop, this part of the equipment has become dilapidated. In the schools the facilities for instruction ordinarily supplied to public schools are lacking, and the teachers are compelled to use such makeshifts as their ingenuity suggests. In the dining-room, the tables, chairs and crockery are unsatisfactory, one-half of the chairs having lost the backs, and the tableware being chipped and in unpresentable condition. Few of the tables had oilcloth or other covers at the time of this investigation, and the dining-rooms were altogether dismal and unattractive, the floor showing that successive classes of boys had

tramped the grease deeply into it and left indelible marks of their presence on the walls, furniture and doors.

For fire protection, there are stand pipes, hose, extinguishers, steam pump and also the use of the fire engine maintained on the island by the city of New York. In case of fire breaking out at night the peculiar arrangement of dormitories might result in loss of life, although there are doors at each end of the main dormitories for boys. The dormitories for girls open at only one end.

In no essential, except the power plant, was the general equipment found to be suitable and in good order.

INTERNAL ORGANIZATION.

While all the operations of the House of Refuge are controlled by the Board of Managers, the administration is directly in charge of a superintendent and corps of assistants. The superintendent is chosen by the Board of Managers, as are also the assistant superintendent, the principal of the schools, the physician and the matron. All others are appointed by the superintendent, subject to the approval of the executive committee. As this institution is not under civil service rules, the qualifications and fitness of all the officers and employes are left to the discretion of the Board of Managers, as was the custom in the early days of its history.

The employes may be divided into several classes:

1. Those connected with the custodial care of the inmates.
2. Those connected with the industrial training.
3. Those connected with the scholastic instruction.
4. Those connected with the moral and religious instruction.
5. Those employed in the domestic work.
6. Those employed in the medical department.
7. Those connected with the business department.
8. Those employed in connection with the general equipment.
9. The parole officers.

The total number of officers and employes at present is 115. Most of them have been employed in the institution for long

periods. Each employe is directly responsible to the head of his department, and the heads of departments are responsible to the superintendent for the character of work performed by their subordinates. It is the custom of the Board of Managers, by its executive committee, to make regular and frequent inspections of all parts of the institution, and by its special committees to examine into the particular departmental work.

STATUTES AND REGULATIONS.

The House of Refuge came into existence by the provisions of the charter of the Society, which is chapter 126 of the Laws of 1824. It is governed by this law, the acts amendatory thereof, chapter 241, Laws of 1860, and chapter 172, Laws of 1865, and by article VIII of chapter 26 of the General Laws. The principal statutes under which commitments are made to the House of Refuge are as follows: Chapter 24, Laws of 1850; chapter 172, Laws of 1865; New York City Consolidation Act of 1882, sections 1594-1601; Penal Code, section 701, as amended by chapter 554, Laws of 1896; and also the State Charities Law, article VIII, being chapter 546, Laws of 1896, with the several amendments thereof.

The offense "disorderly child" is defined in sections 5, 6 and 7 of the general act, chapter 172, Laws of 1865, and applies in the counties included in the first, second and third judicial districts (chapter 24, Laws of 1850), and to New York county, for which the definition is incorporated in sections 1596 and 1597 of the New York city consolidation act of 1882. The largest proportion of the commitments to the House of Refuge are made under these acts. They require the committing court, or magistrate, in all cases, to ascertain by such proof as may be in his power, the age of the child committed and to insert such age in the commitment.

Chapter 216, Laws of 1891 (incorporated in the Penal Code as section 701, as amended by chapter 554, Laws of 1896, and also in the State Charities Law, chapter 546, Laws of 1896), provides that no child under the age of twelve years shall be committed to

the House of Refuge or to the State Industrial School, at Rochester, for any crime or offense less than a felony.

Under section 701 of the Penal Code, as above amended, male misdemeanants under the age of eighteen years may be committed to the House of Refuge.

Excerpts from the statutes named are as follows:

CHAPTER 24, LAWS OF 1850.

By this statute commitments, by courts of criminal jurisdiction, in the first, second and third judicial districts, are made to the House of Refuge at Randall's Island, in the city of New York.

CHAPTER 172, LAWS OF 1865.

(New York City Consolidation Act of 1882, sections 1594-1601.)

"Section 3. It shall be the duty of all courts and magistrates by whom any juvenile delinquent shall be committed or sent to the House of Refuge in the city of New York to ascertain the age of such delinquent by such proof as may be in their power and to insert such age in the order of commitment, and the age thus ascertained shall be deemed and taken to be the true age of such delinquent.

§ 4. In all cases where the age of the delinquent so committed is not so ascertained and inserted in the order of commitment, the said managers shall, as soon as may be after such delinquent shall be received by them, ascertain the age of such delinquent by such proof as may be in their power and cause the same to be entered in a book to be designated by them for that purpose, and the age thus ascertained shall be deemed and taken to be the true age of such delinquent.

§ 5. All children under the age of sixteen, in the several counties which are now or hereafter shall be designated by law as the counties from which juvenile delinquents shall be sent to the House of Refuge in the city of New York, deserting their homes without good and sufficient cause, or keeping company with dissolute or vicious persons against the lawful commands of their

fathers, mothers, guardians, or other persons standing in the place of a parent, *shall be deemed disorderly children.*

§ 6. Upon complaint made on oath to any police magistrate or justice of the peace, against any child within his county under the age of sixteen, *by his or her parent or guardian, or other person standing to him or her in place of a parent,* as being disorderly, such magistrate or justice shall issue his warrant for the apprehension of the offender and cause him or her to be brought before himself or any other police magistrate or justice of the said county for examination.

§ 7. If such magistrate or justice be satisfied by competent testimony that such person is a disorderly child within the description aforesaid, he shall make up and sign a record of conviction thereof, and shall by warrant under his hand, commit such person to the House of Refuge, established by the managers of the Society for the Reformation of Juvenile Delinquents in the city of New York, and the powers and duties of the said managers in relation to the said children shall be the same in all things as are prescribed as to other juvenile delinquents received by them; provided, however, that any person committed under this act shall have the same right of appeal now secured by law to persons convicted of criminal offense; but on any such appeal mere informality in the issuing of any warrant shall not be held to be sufficient cause for granting a discharge."

SECTION 701 OF THE PENAL CODE, AS AMENDED BY CHAPTER 554, LAWS OF 1896.

"§ 701. House of Refuge.—Where a person under the age of twelve years is convicted of a crime amounting to felony, or where a person of twelve years and under the age of sixteen years is convicted of crime, or where a male person of the age of sixteen years and under the age of eighteen years is convicted of crime not amounting to a felony, the trial court may, instead of sentencing him to imprisonment in a state prison or in a penitentiary, direct him to be confined in a House of Refuge under provision of the statute relating thereto. Where the conviction is had and the

sentence is inflicted in the first, second or third judicial district, the place of confinement must be a House of Refuge established by the managers of the Society for the Reformation of Juvenile Delinquents in the city of New York; where the conviction is had and the sentence inflicted in any other district, the place of confinement must be in the Western House of Refuge for Juvenile Delinquents. But nothing in this section shall affect any of the provisions contained in section seven hundred and thirteen."

SECTION 124, OF CHAPTER 546, OF THE LAWS OF 1896.

"§ 124. Commitment of Children.—Children under the age of sixteen years may be committed from the rural counties of this State as vagrants, or on the conviction of any criminal offense by any court having authority to make such commitments, to the State Industrial School or the House of Refuge established by the Society for the Reformation of Juvenile Delinquents; but such children in the counties of New York and Kings shall be committed to the House of Refuge in New York city, established by such Society. But no child under the age of twelve years shall be committed or sentenced to either of such institutions for any crime or offense less than felony. The courts of criminal jurisdiction in the several counties shall ascertain by such proof as may be in their power, the age of every delinquent committed to either of such institutions, and insert such age in the order of commitment and the age thus ascertained shall be deemed and taken to be the true age of such delinquent. If the court shall omit to insert in the order of commitment the age of any delinquent committed to such school or house of refuge, the manager shall as soon as may be after such delinquent shall be received by them, ascertain his age by the best means in their power, and cause the same to be entered in a book to be designated by them for that purpose, and the age of such delinquent thus ascertained shall be deemed and taken to be the true age of such delinquent."

INMATES.

The inmates of the institution, as appears from the preceding excerpts from the laws, are all boys and girls committed by

magistrates for offenses which range from disorderly conduct to felony. The provisions of these laws are such that their rigid enforcement must result in the commitment of large numbers of children to the institution for petty offenses, often to their permanent moral injury. For example, an innocent, homeless child might be arrested for vagrancy and committed to the House of Refuge; and from the same court, at the same time, and to the same institution, a boy or girl of ripe criminal knowledge and hardened life might also be committed for a crime or serious misdemeanor. The two are thrown together and the innocent one is morally injured or ruined by the association.

AGES.

There is a wide range in the offenses for which inmates are committed, and also in their ages. Many inmates in the division of small boys do not appear to have reached the age of twelve years, and the great majority of this division are under fourteen, while in the other divisions there are young men who, to judge by their physical development, have passed their majority.

The same is true of the girls, whose ages range from fourteen years upward. Some are children, but others are physically and in character fully developed women.

Ages of primary boys in the institution September 30, 1903:

Age	Number
10	2
11	3
12	44
13	23
14	22
15	13
Total number	107

It is thus apparent that the morals of the inmates on reception vary greatly in the different individuals. The criminal experience of some has so influenced their character that the evil effect will

last and control all subsequent life. With others, delinquency has not developed into habit nor led to crime, nor has the character become hardened by vicious associations. Circumstances have resulted in commitment to the institution, but there is no established immoral tendency.

The work of the institution, therefore, should adapt itself to these types of inmates and by classification make it possible to prevent the ultimate formation of an immoral or criminal character in the comparatively innocent. It must also, through education and repressive training, break up the vicious habits and criminal propensities of the more hardened cases.

As bearing directly upon the character of the inmates when committed, the following table, which shows the numbers committed for crime and the numbers committed for vagrancy and minor offenses, together with the percentages they bear to the total of commitments, should be carefully studied.

The table shows the whole number of commitments from the year 1864 to 1903 inclusive, and also the number committed for crime and for vagrancy, for truancy and being disorderly, with the relative percentages for the two classes of offenses:

Year	Whole number of new commitments	Committed for crime	Per cent. for crime	Committed for vagrancy, disorderly, truancy	Per cent. for vagrancy, disorderly, truancy
1864	502	321	64	181	36
1865	730	410	56	320	44
1866	750	443	59	307	41
1867	682	351	51	331	49
1868	603	331	55	272	45
1869	453	263	58	190	42
1870	406	239	59	167	41
1871	552	325	59	227	41
1872	407	221	55	186	45
1873	484	295	61	189	39
1874	636	390	61	246	39
1875	638	390	61	248	39
1876	782	364	46	434	54
1877	699	344	49	355	51
1878	625	309	49	316	51
1879	366	183	50	186	50
1880	547	232	42.5	315	57.5
1881	512	241	47	271	53
1882	655	300	46	355	54
1883	551	285	52	266	48

Year	Whole number of new commitments	Committed for crime	Per cent. for crime	Committed for vagrancy, disorderly, truancy	Per cent. for vagrancy, disorderly, truancy
1884	529	240	45.5	289	54.5
1885	491	246	50	245	50
1886	446	207	46.5	239	53.5
1887	433	207	48	226	52
1888	330	167	50.6+	163	49.3+
1889	360	163	45	197	55
1890	275	127	46	148	54
1891	269	126	47	143	53
1892	280	120	42.8+	160	57.1+
1893	319	140	44	179	56
1894	336	131	39	205	61
1895	503	181	36	322	64
1896	578	183	31.66	395	68.34
1897	471	234	49.7	237	50.3
1898	476	214	45	262	*55
1899	423	231	54.5	192	45.5
1900	433	217	50	216	50
1901	466	244	52.3	222	47.7
1902	430	247	57.5	183	42.5
1903	612	327	53.43	285	46.57

METHODS OF RECEPTION.

A boy committed by a magistrate is taken to the House of Refuge in the custody of an officer, and his first experience of the institution is gained in the administration hall, where he is delivered to the officers of the Refuge by the policeman. The history of the boy is then taken and recorded by the registrar. Particular inquiry is made concerning his family, his home life, and other facts necessary to the guidance of the officers of the institution. He is then taken in charge by the assistant superintendent and placed temporarily in the quarantine building. On the following day he is examined by the physician. This examination is very superficial, as it is limited to a few minor points relating to his physical condition. Weight, measurements, close examination of the whole body, are not required, and consequently no basis for thorough subsequent observations is laid. When this examination is finished, the boy remains in seclusion until the quarantine period has elapsed; then he is assigned by the assistant superintendent to one of the three divisions and takes his place in the ordinary life of the institution.

He has no instruction in the rules which are to govern his conduct while in the refuge. He does not know what is required of him. He thus enters upon his daily duties ignorant of rules, only informed by officials that his release from the institution depends upon good behavior. It is from information gained in the dormitories and at other assemblies of boys that the new inmate gradually learns the rules governing institutional life.

Assignment to a division carries with it assignment to a dormitory, and the boy transferred from quarantine to a dormitory becomes one of a hundred boys who sleep together in a large room. The beds are single and placed closely together. An officer oversees the dormitory when the boys are there, but conditions are such that it is impossible for him to prevent communication between the boys. Thus the dormitories often become schools in vice.

He is also assigned to school, where his particular class is indicated by the principal after a personal examination into his educational standing. His industrial place is determined by the officers, frequently without regard to the previous experiences of the boy.

Thus the new boy is launched in the general life of the institution. He goes out upon the grounds at recreation times, and makes one of a crowd which numbers several hundred, and soon selects companions who initiate him into the traditions of the institution. The moral question has not entered into the selection of division and dormitory, and his associations are regulated by his own inclinations, so that, within the limits of his division, he forms his friendships.

THE GIRLS.

The entrance of a girl into the House of Refuge is substantially the same as that of a boy, but the procedure thereafter differs in that the quarantine is better, the physical and medical examination there being more thorough. There is also a more careful inquiry into moral tendencies. The matron personally

interviews each girl who enters the institution, and, from the facts elicited in the interview, determines what is best for the new inmate. This is as it should be.

On the girls' side the supervision is therefore closer, and less depends upon the will and pleasure of the inmate. The quarantine period on this side of the refuge is recognized as the proper time during which many important inquiries should be made. The assignment of a new girl to a section is based upon the information then secured by the matron.

On the boys' side the procedure must be considered as haphazard, unsatisfactory, and in many instances disastrous. The medical examination is too imperfect to be a safeguard. In fact, the medical work must necessarily be incomplete when the physician is not a resident of the institution, devoting his whole time to the medical supervision and care of the inmates. Although the physician makes daily visits to the House of Refuge, and can be reached by telephone when an emergency arises, his absence from the institution for from twenty to twenty-two hours out of each twenty-four devolves the real burden of medical care upon the nurses. The general medical work in the institution is so important that no physician who makes brief visits can possibly attend to it satisfactorily.

RELATION OF OFFICERS TO INMATES.

The introduction of the inmate to the officers of the institution takes place in the entrance hall. Thereafter his life is controlled and directed by the officers and employes. The assistant superintendent is more immediately brought into relation with all the boys than the superintendent. The latter has only a general supervision over the institution, and his personal acquaintance with inmates depends mainly upon interviews sought by them. When a boy desires special information he usually obtains it from a yard officer, a teacher, or the assistant superintendent, but if at any time he wishes to speak to the superintendent an opportunity is given him to make a written request for an interview, or he may address him on the grounds.

Since the present superintendent has been in charge, he has made it a rule that boys wishing to see him upon any subject may address him a written request for an interview. Letter boxes are placed at convenient points and the boy's request is deposited therein. It is taken from the box the same day and placed on the superintendent's desk. Usually the boys make such requests for an interview to ask for parole; or a change of division; or transfer from one shop or kind of work to another. Sometimes they wish to see the superintendent to make complaints; or to ask for new clothing; or request permission to visit their friends in the city. The boys are not restricted in their communications with the superintendent, but he alone decides upon the advisability of an interview and the subjects to be considered when the interview is granted.

The relations of the boys are more intimate with the assistant superintendent. He is always on the grounds when the boys are at recreation; present at their meals and when they are at work. They are allowed to speak to him at any time. He is the disciplinarian of the institution, determines the punishment for infractions of rules, and through subordinates enforces them.

The yard officers are in immediate charge of the boys during recreation. They are the police of the institution and have power to send the boys to the disciplinarian for disorderly conduct. While their relations are close, they are not confidential, the nearest approach to such relation being with the teachers, superintendent and principal. To the latter the inmates speak more freely, knowing they will be listened to with sympathy. Confidential relations with the superintendent are due to the authority he possesses, and the fact that all communications are held by him as confidential. In the schoolroom the teachers are necessarily brought into close contact with the inmates for hours. This inspires confidence. They should establish personal relations with each boy and seek to influence him, for the boy will early recognize the willingness of the teachers to help him.

The principal of the schools is brought into direct relation with every boy and girl under instruction, and perhaps to her more

than to any other teacher the inmates resort with their hopes and fears. All the teachers should have a beneficial influence in this respect, for apparently in the school the rules are enforced in a different spirit from that which prevails on the playgrounds. The irritations due to punishment are lessened through this sympathetic relation, and much of the best reformatory work of the institution we believe is done in the classrooms by the teachers.

REWARDS AND PUNISHMENTS.

The principal reward for good conduct is a shorter period of detention. By good conduct, a commitment for three years may be terminated in a little over fifteen months, and this reward is of all others that most highly prized. Minor rewards consist in promotion to positions of trust or responsibility, the opportunity for a visit to friends, or a special gift for some particular action.

The punishments vary in degree from standing at attention on the grounds or in the classrooms, to confinement in the cells and a diet of bread and water. Corporal punishment has been abandoned for some years. Sometimes, however, officers, losing self-control, have been known to strike a boy, but have been suspended or dismissed for this offense.

Boys in confinement on bread and water are required by the rules to be visited by the physician each day, but these daily visits are not always made. For this neglect of duty no satisfactory excuse was made. Attempts to escape and serious offenses against the rules are punished by the loss of all credits and consequent prolongation of the period of confinement. When the inmate is apparently incorrigible and flagrantly and continuously violates the rules and defies the officers, the law permits transfer to State reformatories. This is sometimes necessary, and the number of prisoners in the Elmira Reformatory who have been in the House of Refuge at some time shows that the incorrigible class is a factor to reckon with in all plans for the discipline and training of juvenile delinquents.

DORMITORY LIFE.

The large open dormitories allow many opportunities for intercourse between the boys. The difficulties of supervision in these dormitories are very great. Beds are so close to each other that boys may whisper without being heard by the attendant, and when they enter and leave the dormitories it is impossible for the attendants to prevent conversation. The lavatories and toilets, where boys are much together, furnish opportunities for intercourse without observation.

The beds are single iron bedsteads having wire mattresses of poor quality, covered with a thin pallet or a pair of blankets and a sheet. For additional covering there is a sheet, a thin pair of blankets and a coverlet. The pillows are of hair.

The window casings throughout the entire building are so much out of repair that the wind enters readily, and thus the dormitories are chilled by drafts during cold weather. For this reason, the steam heat has never been adequate to warm the dormitories. The quantity of bedding is insufficient for comfort. Hence the inmates have frequently complained of cold, but the allowance to each bed could not be increased. The explanation of this deficiency by the superintendent was that although adequate bedding was estimated for, it was disallowed by the Fiscal Supervisor.

The following table shows the condition of the bedding at the time of the investigation by this committee:

Inventory of Blankets on Hand November 1, 1903.

DIVISIONS	Number of beds	Number of single blankets required	Number of single blankets on hand	Deficiency	Remarks
1st — 1st dormitory	134	1,624	1,129	495	This allows 4 single blankets to a bed.
1st — 2d dormitory	136				
1st — 3d dormitory	136				
2d — 1st dormitory	88	1,056	694	362	This allows 4 single blankets to a bed.
2d — 2d dormitory	88				
2d — 3d dormitory	88				
3d—1st dormitory	107	428	420	8	All beds except 8 are fully supplied. Each of these need a single blanket.
Girls' division	110	440	370	70	One blanket each for 70 beds is required.
Total deficiency	.....	.....	.....	935	In addition many blankets in use should be discarded as outworn.

CLOTHING.

At the investigation particular attention was given to the quantity, quality and condition of the clothing supplies actually in possession of the institution, whether worn by the inmates, in storage awaiting requisition, or in process of manufacture.

The clothing worn by the inmates was examined on a number of occasions, but especially when, in accordance with the request of the committee, all the boys were paraded in their best clothing. This was on October 28, 1903. It was then observed that, with the exception of one division, the clothing of the boys was ragged, dirty and unsightly. The caps were of many colors, and in some instances wanting. The coats, made of poor material, usually of shoddy, ranged in colors from gray to a purplish brown, which latter color was originally blue. In many cases these coats were unfit for clothing. The trousers, except those of one division, were ragged, many of them to the verge of indecency. Many of the shoes were so worn that the feet of the boys were exposed. The stockings were better than much of the clothing, although they were of poor quality. The underwear was thin, ill-fitting, and in many cases so torn as to leave the chest and arms exposed under the ragged coats. Many of the boys were shivering with the cold. Much of the clothing had been repaired until repairs were impracticable.

The small boys were better dressed than the larger ones, but none of the three divisions were supplied with overcoats, so that it became necessary, the day being cold, to order the dismissal of the boys. It was explained that this article of clothing is not allowed to the boys at any season of the year. This defect in the clothing supply is important in view of the severity of the winter on Randall's Island.

The girls appear to be better clothed than the boys, but the supply of clothing, on inquiry, was found to be insufficient. There was also an inadequate supply of shoes. The girls are taught to sew and make many of their own garments, but the quantity of material allowed has not been sufficient to permit the making up of all the garments required.

The evidence shows clearly that for some time, while the quantity of clothing supplies allowed has been insufficient, the quality is so inferior that it is a waste of public moneys to purchase such obviously poor material.

The cloth for the boys' uniforms is obtained from the State prisons. The quality there, as elsewhere, is largely determined by the price, for the prisons can and do make a better cloth than that allowed for use in the House of Refuge. It was alleged that for the price paid per yard, a far superior article can be purchased in the open market, samples of which cloth prepared for the United States army were shown, strong, of good color, warm, and free from shoddy. The uniforms would be neater and more serviceable if the institution could purchase cloth of this quality.

Tables in the Appendix show the articles necessary as an outfit of clothing and the estimated cost of the same when made up in the House of Refuge.

FOOD.

The question of food in this institution is highly important because the inmates are of the young, growing class, and their whole future life depends upon the quantity, quality and character of the food supplies furnished. Not only is proper food essential to physical development, but it also affects the discipline of a correctional institution. The mental attitude of the inmates may, through the diet, be made one of comparative contentment, or of sullen discontent which leads to insubordination.

While the inmates are young, they require such food as will develop all the tissues harmoniously. Hence, the diet should be strengthening and abundant, and, in its different combinations, it must be constituted of elements to satisfy appetite.

In variety, the food supply of the House of Refuge has been very deficient. From day to day the inmates receive food of substantially the same character. For breakfast and supper, bread, milk or poor coffee with syrup were habitually served. But a

small quantity of meat, and that in the form of soup or stew, is furnished to the inmates. The supply of vegetables is also deficient, being limited to potatoes and turnips. In summer the garden furnished occasionally green corn and beets and onions. Cabbage, the food of the poor, cheap as it usually is in the city of New York, was unobtainable for months at a time, and the inmates' menu seldom contained more than potatoes and canned tomatoes.

Food supplies purchased were often of inferior quality. Barrels of corned beef used were not only of poorest quality, but proved dangerous to health. At one time about a hundred boys suffered from ptomaine poisoning, caused by eating hash made from this corned beef. The fish occasionally served was also poor. Eggs are not furnished as a food to the inmates. Even salt, so necessary to health, was supplied in such limited quantities that frequently the boys could get none at their meals.

The inadequacy of the diet is therefore apparent. It was only by careful calculation that the allowance of food was made to last from week to week. Frequently boys left the table dissatisfied because there was not sufficient food, or it was not fit to eat.

It is unnecessary to go further through the list of food supplies to prove the inadequacy of the total allowance. The following "Round Robin," addressed to the superintendent, and presented in evidence to the committee was signed by a large number of the older and more intelligent boys and indicates the general discontent over food during the month of June. The superintendent stated in excuse that the State funds available were then so low that adequate supplies could not be allowed the institution by the Fiscal Supervisor.

"HOUSE OF REFUGE,

RANDALL'S ISLAND, N. Y., *June* 23, 1903.

"MR. SAGE.

Dear Sir.—In behalf of the boys of the Second Battalion I take forwardness in writing you this petition of the boys. Of late there has been a scarceness of salt that could almost be called a famine, which the boys can not do without, and also the boys are

not getting enough to eat in quality as well as quantity. The stew we get is not as it used to be, it is thin and the meat is not extra good. About six months ago we were getting cabbage with our corned beef but the cabbage was cut down and in lieu of it we received beets which everybody knows is a bitter enemy to corned beef, but even this was cut down, until now we get only the corned beef, at this last Tuesday Mr. Sage, was not fit to eat, it was nothing but bones and fat, and the majority of boys left the dining room just as much refreshed as before they entered it. Now Mr. Sage we know it is not your fault but you will do us a great service by putting our case before the Board of Managers of this house.

Hoping you will accede this most deeply felt wish of the boys, we are, Your most obedient servants,"

(The names followed).

While the boys appeared fairly well, it was evident on close examination that their general condition was anaemic and the tissues soft and weak. Required to do hard work they would lack endurance.

COOKING AND SERVICE.

The methods of preparing food were defective. The kitchen equipment is out of order and the serving of meat in the form of soup or stew was mainly due to the fact of the range being out of repair and having been so for more than a year. When the cooked food was placed upon the dining tables, the service was most unsatisfactory. Tables, either bare or covered with ragged and dirty oilcloth, dishes chipped and broken, and swarms of flies, made the dining room very unattractive.

HYGIENE.

Toilet rooms, lavatories, and other hygienic facilities are connected with the dormitories, but in many important respects do not conform to modern ideas of institutional equipment. When, however, the supplies required for lavatories and laundry use are considered, the general inadequacy becomes glaringly ap-

parent. Thus, for example, the quantity of soap allowed for the use of the institution has been so small that bath soap was frequently an unobtainable necessity. In the laundry, where chip soap is used, the amount has been so restricted that the clothing could not be properly cleansed. The quality of the soap was so poor that much larger quantities were necessary. But even with the poor quality purchased the allowance was much less than formerly when good soap was supplied; hence good laundry work and general cleanliness were impossible. The appearance of sheets and clothing at the time of the investigation showed how difficult it is to have clean clothes without plenty of good soap.

Such articles as combs, hair and tooth-brushes, were not supplied in quantities sufficient to permit each inmate to have his own. Several used the same comb, and many boys used no hair-brush at all. The girls and the small boys were supplied with tooth-brushes, but the allowance of these necessary articles did not permit any distribution to the boys of the other two divisions. A few older boys carried tooth-brushes in their pockets as gifts from their relatives.

Where so much depends upon correct training, such an insufficiency of hygienic supplies with the consequent lack of drill in correct habits, makes it impossible to secure the best results. Clean bodies and clean minds are usually associated. Correct methods of personal care have a direct tendency to establish character. Hence, the great deficiency in these facilities for properly caring for the boys and girls works injury to them and is also discreditable to the institution.

RECREATIONS AND TRAINING.

The general time for recreation is when the boys are out upon the playgrounds. There various games are possible, but baseball is the chief game for all, and at any time when the boys are in the playgrounds several games of ball are under way. Besides ball games between nines composed of inmates in the same class or shop, there are matches between divisions and also with ball clubs from outside. The latter are always of interest, especially

when the match is between the best players of the House of Refuge and the players of some institution like the Catholic Protectory.

There are also general assemblies from time to time for lectures and other entertainments, all of which have a tendency to turn the thoughts of the inmates into new channels and thus are a relief from the monotony of institution life.

Of indoor recreation there is very little, as the time is fully occupied by work and study. The small boys have a playroom to use in stormy weather, but for the larger boys the small drill hall affords the only opportunity for indoor exercise. Gymnastics and military drill form a part of the recreation, although not always so considered by the boys. Since the introduction of the military drill considerable time has been devoted to it, and in consequence a better carriage and greater self-control have resulted.

PHYSICAL TRAINING.

It is the aim of the officers of the institution to combine physical training with recreation as far as possible. Many of the boys and girls are poorly nourished and physically undeveloped on admission. It is generally observed that the regular habits, the daily physical drill, and opportunities for rational recreation soon produce beneficial changes.

Military drill promotes suppleness of body, self-control, and prompt response, as well as habits of order and self-respect. The military organization adopted by the institution includes every boy who becomes an inmate, if he is physically capable of standing in the ranks.

The military drill was first introduced in the year 1891. It was discontinued for a time but resumed in 1899, and as the result of it the boys now in the institution have generally lost the slouch and shuffle of the slums with which they entered it, walk and carry themselves better and move more promptly. The equipment for the military battalion was very defective, even the drums were without heads and the trumpets had been broken or lost. Only about half the boys were provided with guns, and the uniforms of

all, except the small boys, were ragged and dirty. The committee inspected the battalion, which afterward passed in review in company front, to the beat of a single drum, the only military musical instrument fit for use at the time. While, as stated, the military drill has proved helpful, it is only elementary and should be carried much further. All of the boys should be provided with guns, and twenty or more of the older ones be selected and trained as a band.

SCHOLASTIC TRAINING.

The inmates admitted to the House of Refuge usually have received very little public school education. Most of them can read and write, but in an awkward, uncertain way. Consequently, the largest school classes are in the primary department. Some boys and girls are unable to read or write when received, and in some cases unable to either speak or understand the English language. The foreign-born population of the city of New York supplies a large proportion of the inmates, and among these illiteracy is prevalent.

On the reception of a new inmate the principal of the school determines his proper class, and from that time progress depends upon the efforts of the individual. The short time the inmates are retained necessarily prevents the adoption of an extended course of study. Stress is laid upon the acquisition of correct writing, spelling, reading and arithmetic. Grammar, geography, history, physiology and similar branches are taught, but the fundamental studies are pursued from entrance to discharge.

The regular classroom work is supplemented by courses of illustrated lectures, which the city maintains during the winter months. All the inmates attend these lectures, and thus, through the eye as well as the ear, much valuable information outside that given in the classrooms is conveyed.

The scholastic instruction in the institution is worthy of commendation. The teachers seem earnest, capable, patient, and exert a decidedly beneficial influence upon the pupils. As the inmates are of the age when scholastic training is most beneficial, progress in study is generally rapid. The examination papers

and other specimens of school work show plainly the carefulness of the teachers and the advancement of the pupils.

The school has been and is crippled for want of a sufficient supply of maps, charts, books, paper and other material. Some of the teachers have been compelled to use ordinary railroad time-table maps when they wished to teach the geography of this State. Instead of having full series of maps in the classrooms, such as are used in the common schools of the city and elsewhere throughout the State, these teachers have used makeshifts, and the same has been true of other educational material which should be supplied in abundance. Scraps of paper have been frequently used for written work because proper supplies were lacking. Text books could not be distributed, as there were not enough. Sometimes the teacher had the only copy, and pencils, pens, ink and crayons were not furnished in sufficient quantity. The failure to have adequate school supplies was attributed to the refusal of the Fiscal Supervisor to allow the estimates of the Principal.

Under our examination, and at our request, the principal of the school made the following statement, which we regard as conservative, of the difficulties under which her department labored:

"It is very difficult to secure competent teachers, as it requires considerably more than the average teacher to control and instruct boys in a reformatory. The high living expenses in New York, the uncertainty of conditions here, the unusual hours, but, most of all, the low salaries paid, prevent our securing many we would like. Five of our teachers have left us for the city schools, and several to whom positions have been offered have withdrawn their applications to accept positions elsewhere at higher salaries than could be offered here.

"One of our teachers having a salary of $600 for eleven months work, took a position in the city schools, receiving $720 for nine and one-half months' work with an increase each year for a stated time. Recently a teacher receiving our maximum class salary of $720 for eleven months' teaching, left us to take a primary class in the city schools, receiving $860 for nine and one-half months' teaching, with an increase of $40 each year until $1320 be reached.

"The principal of our schools receives $1250, less than the principals in schools of equal size.

"In the matter of supplies we have been greatly hampered. The rooms are not kept as clean as they should be, as the materials for cleaning are insufficient in quantity, or poor in quality, or both.

"During the year ending July 31, 1903, school was closed from December 17th until January 5th because of lack of coal. This was during the coal strike. During September of this year there were but four evening sessions, as the allowance of coal for the month was too small and the electric plant could not be run for the lighting of the rooms.

"Our supply of paper, both plain and ruled, has been so small that we have been without some kinds two and three weeks at a time. During two months teachers spent $15 for working material for their classes, and smaller sums since. They were then forbidden by their principal to do this, as it was not expected that the employes should contribute toward the support of such institutions as ours.

"More wall maps are needed for the proper equipment of the class rooms. The greater number of those now in use were given by one of the managers.

"Our supply of books is insufficient, some classes being without physiologies, others having no histories, and still others being without readers or geographies; the teachers being obliged to teach orally what would be better learned with text books in hand. It seems the part of wisdom that our school should be as well equipped as the public schools.

"Our general supplies are carefully stored and given out with economy, our books are well cared for and used with intelligence, our methods of instruction are along the lines of those used in the city schools, and the results correspond most favorably with their results. The workings of our system are most satisfactory, and it would be greatly regretted should a change of methods be made for the sake of saving a few dollars.

"The teachers are all duly licensed being with very few exceptions graduates of normal schools, and having years of experience

before coming to us. They are devoted to their work and are deserving of cordial appreciation and support from both State and city authorities."

INDUSTRIAL TRAINING.

The aim of a reformatory is to train every boy and girl committed to its care for self support in honest life. Side by side with the scholastic instruction, therefore, industrial training has its place. Shops for the boys and workrooms for the girls here give opportunities for practical training in shoemaking, tailoring, blacksmithing, plumbing, machine work, printing, bookbinding, carpentry, painting, masonry, gardening and other trades.

The Refuge has been hampered for lack of material. At times the industrial department has been at a standstill because there were no materials. The shoe shop had no leather, the tailor shop no cloth, and the other trade schools were closed awaiting the allowances of supplies. Notwithstanding these embarrassments, the industrial training has proved its value and disciplinary effect in many instances. Former inmates, who now occupy positions of responsibility where skill is essential, received their instruction and training at the House of Refuge.

The industrial training of the girls is necessarily restricted. The laundries and the sewing rooms, the kitchens and the cooking classes, are not equally important from an educational standpoint. As the cooking classes cannot accommodate as large a number at one time as the laundries, the latter and the sewing rooms occupy the chief places in the industrial training of the girls.

Methodical instruction is given in the sewing classes, so that at their discharge many girls are good dressmakers, and all know something about plain sewing and have been taught how to utilize dress goods and other sewing supplies.

The cooking classes are well conducted and accomplish much good, for this training is invaluable in the life of the girls. The same unwise system, which closes shops from time to time for lack of material, occasionally affects the cooking school unfavorably.

MORAL AND RELIGIOUS TRAINING.

The religious instruction of the inmates is in charge of four chaplains representing the different denominations, in order that each child may have the benefit of religious training by a clergyman of the same faith as his parents. This is in accordance with statute law. They visit the Refuge each week regularly and at other times when necessary. They hold Sabbath services, visit the wards, and call upon the inmates who are sick. The moral training is through the daily contact with the officers and teachers. It is the aim of the managers to direct the minds of the inmates to right principles of life and thus assist the development of character.

The visits of special committees exercise a wholesome influence on the morals of the inmates. The school committee visits the scholastic department each month, some of its members being there weekly, and the members of the executive committee have a general supervision. The ladies' advisory and inspection committee, by precept and example, seeks to supplement the moral instructions given to the girls and thus incite them to higher standards of life.

In an institution of this character, instruction in morals must always be an important factor of the training. All the officers and teachers should strive to impress upon the inmates the necessity of right living and thinking. The rules which regulate life in well-ordered communities are not always stated in formal terms, but are illustrated in such a way as to be within the comprehension of the boys and girls. Ordinary moral principles are known to the inmates, but circumstances and associations may have so warped their judgments that they failed to recognize the necessity of conforming to them. Property rights have been ignored by many, and personal rights are sometimes regarded as only sacred when there is physical power to protect them. Hence, in classrooms, in lectures, in daily associations, efforts should be made to direct the minds in ways which will impress the necessity of the common moral standards, and secure their approval and government in the future social relations of the inmates.

While the moral training of the inmates of the House of Refuge is evidently conscientiously attempted by the chief officers, there did not appear to the committee to be that organized and systematized method of moral training which the inmates of a reformatory require. Every inmate should be individually studied and then be treated according to his personal peculiarities during his entire term of residence in the institution.

THE PERIOD OF DETENTION.

Under authority of the charter, section 6 of chapter 126, Laws of 1824, the managers have established a system for determining the period of detention of inmates, which is in substance as follows:

A debit and credit account of marks is opened with each inmate, under which it is assumed that an inmate of average good conduct will become entitled to a discharge after detention for a period of eighteen months; if the detention exceeds eighteen months, the additional time is due to misconduct charged to the debit account.

The eighteen months' period of detention was originally established by the managers, in the belief that in such a period, through careful and systematic training, the character and habits of children committed to their care can be thoroughly reformed. This plan has since been modified. A new system of commutation was adopted by the Board of Managers in March, 1900, by which an inmate may shorten his detention two weeks for every thirteen weeks of faultless conduct. This reduces the former eighteen months' period to one of about fifteen and one-half months. The paroles are based on this system, and the detention rules are not set aside except in special cases. When such cases arise, the parole or discharge is made by direct vote of the Board of Managers. The reason for this is that a departure from the rules is believed by the children to be due to favoritism or unjust discrimination, and this feeling affects their conduct.

The beneficial results of the training and educational work of the institution even under the disadvantages we have described lead us to urge the advisability of lengthening the average period

of detention. Heretofore the limited funds available for the maintenance of the institution have, to a certain extent, influenced paroles. With maintenance allowance insufficient for the number resident in the institution at the time the appropriation was made, it has been impossible to clothe and feed properly any number in excess. Hence, the better behaved among the inmates were paroled earlier than would otherwise be advisable.

The three years maximum period of detention is not too long for the instruction of a boy in a trade requiring special skill, but under the system of parole, whereby good conduct may secure release in fifteen or eighteen months, the period of trade instruction has been so short in most cases that the boy upon discharge or parole has not been able to command such wages as would be obtained had he been a longer time under instruction.

It also frequently happens that experiments are made before the final choice of a trade. The superintendent may think that a certain boy will make a good tailor, yet after working three months in the tailor shop it will be found that he has neither taste for that trade nor ability to succeed in it, even if instruction be continued during the whole period of his detention. The same may be true of other trades, so that a considerable part of the time during which the inmate remains in the institution is lost, and actual instruction in the particular trade the boy proposes to make his life vocation is very limited. If the period of detention were longer, in all but extraordinary cases, the instruction would produce skilled workmen who could readily find profitable employment on discharge.

Serious consideration should, therefore, be given to the advisability of an amendment to the law by which the maximum period of three years will be changed to an indeterminate sentence expiring at majority. This would provide for the extraordinary cases, who could be released at any time by the Board of Managers, and would enable the institution to give sufficient trade instruction to equip the boy for work upon discharge.

PAROLES.

As paroles are based upon good conduct, any inmate sent out on parole is liable to be returned for misconduct, and he may re-

turn voluntarily if the home in which he is placed proves unsuitable.

There are two parole officers, one to supervise paroled boys, the other the girls. These officers are required to see the paroled inmates as often as possible, but the work of supervision has been greatly hampered by lack of funds to pay the necessary expenses of these officers. The allowance of only ten or fifteen dollars per month for this purpose does not permit of frequent visitation to those on parole or discharged. It is desirable that through the parole officers the institution should keep in close touch with boys and girls for a time after discharge, but this is now impossible for lack of funds. Nor can the two parole officers visit all the boys and girls who need friendly supervision. For at least a year after final discharge such visits would be helpful and would encourage the boys or girls in the effort to lead honest, virtuous lives. Infirm characters would be thus strengthened, and many who now, because left to themselves at this critical period, turn to vice and crime would be saved to society.

The table which follows shows the number released from the Refuge on parole from October 1, 1899, to September 30, 1903.

Month	1899-0	1900-1	1901-2	1902-3
October	41	33	32	48
November	43	33	39	43
December	36	42	41	56
January	40	32	38	19
February	57	48	42	37
March	38	54	55	48
April	49	38	43	42
May	27	38	38	55
June	29	39	42	41
July	34	39	38	41
August	42	41	45	44
September	40	47	36	45
Totals	476	484	489	519

BOARD OF MANAGERS.

By the act of the Legislature which incorporated the institution in 1824 under the title "The Society for the Reformation of Juvenile Delinquents in the City of New York," provision was made for a Board of Managers of thirty members who were empowered to fill vacancies in the Board. This act created a self-perpetuating Board which has ever since continuously managed the institution.

By chapter 441 of the Laws of 1898, the charter of the institution was amended to provide for a Board of thirty-three managers, of which Board the Governor, Comptroller and Attorney-General shall be ex-officio members. The object of this amendment was to meet the criticism that a private corporation was mainly supported by State funds. By the addition to the Board of the Governor and two other elective State officers, thus giving the State a more direct official relation to the institution, it was intended to overcome this objection. The ex-officio members have not, however, attended any of the meetings of the Board; they were not examined by your committee; nor are they included in the records of the proceedings of the Board examined into and reported upon.

Your committee made inquiry of the several members of the Board relative to the status and membership of the Society for the Reformation of Juvenile Delinquents, and learned that there are at present no members of the Society, except present and former members of the Board of Managers. The members of the Society pay an initiation fee of five dollars, but no annual dues. The Society has no funds derived from private sources except a fund of about ten thousand dollars, the early gift of several contributors. This is invested and the income expended in the purchase of books for the inmates of the institution. The managers for many years have made no efforts to raise money, depending entirely upon the State appropriations and a small appropriation from the city of New York for the maintenance of the institution.

The present Board of Managers, exclusive of the ex-officio members, consists of twenty-seven members of the thirty provided for by the creating act of 1824, there being three vacancies. We examined during three afternoon sessions devoted to that purpose twenty-three members of the Board. Two members were too ill to attend before your committee, one was out of town, and one did not appear. We have obtained from the secretary of the Board of Managers the records of their meetings and proceedings thereat, also those of the executive committee, which, under the by-laws, is charged with the direct control of the internal affairs of the institution in the intervals between the meetings of the Board.

A quorum of the Board is fixed in the by-laws at nine members. From the 1st of October, 1899, to the date of the beginning of our inquiry, it appears by the records of the Board that fifty-one meetings were held. Of these, thirty-three had a quorum present and eighteen had not. The largest number present at any meeting was sixteen on each of two occasions. The average number present at each of the fifty-one meetings was 8.72.

An examination of the records in detail shows that several of the members attended only two or three meetings a year, and that more than one of them has been absent from all of the meetings for more than a year. The by-laws contain the following provision: "The absence of any manager residing in the city of New York for three successive stated meetings of the Board without being excused shall be considered by the Board as a resignation of such manager. Such manager may, however, be reinstated by the Board by presentation of a satisfactory explanation for his absence."

Your committee has not extended its examination to ascertain whether or not the provisions of this by-law have been strictly enforced and excuses presented and accepted for all successive absences beyond the two allowed without penalty. The presumption is doubtless in favor of this regular course. We think, however, that the by-law is wise and believe that the interest

of the institution requires its strict enforcement. We suggest the advisability of refusing to accept excuses for so long a period as has in certain cases been the custom of the Board in the past. Of the twenty-seven members of the Board now serving, the records of attendance show that fifteen have vacated their seats under the by-law, unless satisfactory excuses were presented and accepted by the Board for such delinquencies.

It seems evident that the Board of Managers of this institution is much too large and that steps should be taken, through an amendment to the act of the Legislature incorporating it, for the administration of its affairs by a smaller Board. Our inquiry into the workings of this Board confirms our experience that State charitable or kindred institutions are best administered by Boards of not more than nine members. A strong reason for our belief is this: All of the State charitable and reformatory institutions are supported by general taxation, and most of them receive inmates on commitment from all parts of the State. The State comprises eight judicial districts which we believe should be the basis of representation. Wherever practicable, an appointment from each of these judicial districts should be made to every Board and the ninth and additional member be appointed from the home district. He and the other member from the same district would be in immediate contact with the institution.

There are five State reformatories, including the House of Refuge on Randall's Island. Three of these—at Hudson, Albion and Bedford—receive young women on commitment. The fifth —the State Industrial School at Rochester—receives from the western counties of the State the same class of boys and girls which is committed to the House of Refuge on Randall's Island from the eastern counties. We have obtained statistics relative to the attendances at meetings of the Boards of Managers of these institutions.

The House of Refuge for Women at Hudson has a board of six managers. Since November 10, 1899, 47 meetings were held by this Board. The total attendance was 263, an average of 5 28-47. On only five occasions was there less than a quorum present. Dur-

ing most of the period named only two members of the board were residents of that city.

The Western House of Refuge for Women at Albion has a similarly constituted board of six managers. From October 1, 1899, to December 31, 1903, this Board held 48 meetings, of which five had no quorum in attendance. The total attendance of members during the period was 220, an average of 4.58 members per meeting.

During the course of this investigation the Western House of Refuge for Women at Albion was visited at the time when the Board of Managers happened to be in session. Of these, five were present at the institution, and an excuse was presented from the sixth member stating that he was prevented by serious illness from attending. One of the managers—a lady—attended the meeting from Syracuse, which city she was obliged to leave at six o'clock in the morning. Another manager came from Buffalo, and five of the six were residents of other counties than that in which this institution is located.

The Board of Managers of the New York State Reformatory for Women at Bedford—also six in number—has held 29 meetings since the reformatory was opened in 1901. At these meetings the total attendance was 121, an average of 5 4-29 at each meeting. Only one meeting failed for lack of a quorum, although nearly all the members of this Board have to make long journeys to attend, and none live in the village of Bedford.

The State Industrial School at Rochester, a similar institution to the House of Refuge on Randall's Island, is governed by a Board of fifteen managers appointed by the Governor and confirmed by the Senate. From the 1st of October, 1899, to the 9th of December, 1903, that Board held 65 meetings, 14 more than were held by the Board of Managers of the House of Refuge on Randall's Island during the same period. The average attendance of the members of the Board at all of these meetings was 9.78. This is a larger actual attendance than that of the Board of Managers at Randall's Island, which was 8.72, with the doubled membership of 30.

It may be fairly alleged, therefore, that the appointment of a manager by the Governor and his confirmation by the Senate, constituting what some consider a political appointment, does not interfere with the subsequent satisfactory performance of the responsible duties thus imposed. The managers at Rochester in attending meetings have made an average more than twice as good as those at Randall's Island serving under a different system and on a larger board.

All managers of State charitable institutions serve without pay, receiving only actual traveling expenses. Many of them, however, do not present bills for their expenses.

We do not think the foregoing statistics are unimportant. The duties assumed by the managers of the State charitable institutions should not be undertaken lightly. We understand that inspections are usually made on the days of meeting by members of the Board who do not visit the institution at any other time. The superintendent and officers are entitled to the hearty support and co-operation of active boards. Nor is it safe or wise to entrust the executive officers with absolute power.

CLASSIFICATION.

The genuine reformation of the individual inmate of any reformatory is most probable when the methods for its accomplishment are based upon true principles of classification of the individual upon his reception into the institution.

There are infinite possibilities in the development of child nature. The normal physiological condition of each child is that of a germ, whose future growth is largely dependent upon environment. The healthy development of every tissue and faculty in its organization should be brought into that normal functional activity upon which growth depends. Even hereditary tendencies may by such training be counteracted or suppressed. Hence, the fundamental idea which should govern all efforts to rightly develop a child is the individualization of its personality and the adaptation of means and conditions which may in any wise affect the physical, mental or moral nature.

The most serious and oftentimes fatal hindrance to such normal development is that aggregation of inmates which prevails in all institutions. This prevents that proper attention to the individual which is the basis of all true development.

In accordance with these principles, the new arrival should be carefully instructed by the superintendent in regard to the purposes of the institution, the rules and regulations which govern the conduct of the inmates, and the means by which an inmate can shorten his term of detention. He should also give him such further advice as in each case may be deemed necessary. In this way a proper, personal and sympathetic relation will be immediately established between the new boy and the superintendent, and such relation should be maintained by frequent, private personal interviews, as through them the superintendent, who stands *in loco parentis* to the inmates, will be enabled to watch over and direct the process of reformation. Following immediately this interview with the superintendent, the new inmate should be carefully interviewed privately by an officer specially qualified to determine his physical, mental and moral condition, in order that he may be assigned to the place in each department of the institution best fitted for his improvement and the welfare of the other inmates. All the data obtained in these interviews should be carefully recorded in a volume kept for that purpose, and from month to month the proper officer should continue to add to this data the results of new examinations. By this method an accurate history will be kept up to date of each inmate of the institution for all time. This will also constantly furnish practical suggestions for changes in treatment.

In the classification the innocent-minded should never be associated with the vicious or criminal, and the latter class should be individually isolated as far as practicable. This should apply to the schools, workshops, playgrounds, dormitories and general associations. If this course is not followed, moral deterioration of the innocent will follow association and this, too, under the guardianship of the State which has a sacred trust in the care of its minor wards.

The industrial classification should have in view the future economic value of the individual. An inmate with experience in or adaptability for one trade should be assigned to that and not another. Such work would be drudgery and without much educational value. "No square peg is at ease in a round hole."

The method of classification in the House of Refuge was ascertained from the managers, the superintendent and other officers, and the testimony of some of the older boys selected by the principal of the schools for their intelligence. The newly arrived boy is received at the office by the clerk, and only his height and a few other facts ascertained, after which he is sent to quarantine. The assignment of the boy to his place in the institution, except in school, is thereafter made by that officer, but without any instruction in the rules. These he learns mainly from other inmates. The principal of the schools examines the boy and assigns him to the class which best suits his educational standing.

It was stated during the examination of the managers and officers that the classification is almost entirely by "rule of thumb," and we were not able to discover any effort at a scientific method. One of the managers said, "The classification is mainly by size and all the big good boys and all the big bad boys are put together, and all the little good boys and all the little bad boys are put together. With the existing buildings no other classification seems possible."

REMOVAL OF THE GIRLS.

It is now generally conceded by all familiar with institutional work, that boys and girls should not be sent to the same reformatory. The experience of the House of Refuge in dealing with both sexes has demonstrated the necessity of separate training for the young girls in need of correctional restraint. The testimony of officers and managers shows the added administrative difficulties due to their presence. However watchful the supervision, there is more or less correspondence, and the boys and girls come to know and talk of each other. This acquaintance and knowledge frequently culminates in the ruin of the girl after she has left the

institution. The correspondence, and the contrivances and intrigue consequent thereto, are detrimental to discipline as well as drawbacks to moral reform.

Another reason why girls should not be committed to the House of Refuge on Randall's Island is the impossibility of sufficient outdoor employment for them, due to the presence of the boys. These girls should have constant employment and exercise in the gardens and fields, but the girls cannot go about with the freedom essential to physical and moral development where the boys are. In a separate institution of the Cottage type, remote from a reformatory for boys, the beneficial influence of properly diversified training, domestic, scholastic, and out of doors is intensified, and there is a greater certainty of reformation. In the Cottage the personal influence of the matron and teacher bears fruit more quickly than in the large barracks such as is used for the girls. For these reasons, among others, we believe the commitment of girls to the House of Refuge on Randall's Island as well as to the State Industrial School should cease at once.

DISCIPLINE.

The discipline of the institution is maintained mainly through a system of markings for misconduct or violation of rules, which increases the time to be spent in the institution by the delinquent. We examined a number of the older boys privately on this subject, and none of them alleged that their punishments, resulting in loss of time or otherwise, were not merited. Familiar ourselves with the internal administration of this institution for many years, we recognize that there has been recently a marked improvement in the morale of the inmates, especially the boys. Until 1899 corporal punishment was mainly relied upon for the maintenance of discipline, and the State Board of Charities has made more than one investigation on allegations of excessive and unnecessary inflictions of this form of punishment upon the inmates. It is certain that this form of punishment was abused in the past. The result of this was then apparent in the dogged and surly expression of the boys, and found further evidence by more

frequent escapes, assaults upon officers of the institution and incendiary attempts. Now the boys have more open and cheerful countenances, and seem to be on good terms with the officers of the institution. All the members of the Board of Managers who appeared before us testified that they consider the improvement in the discipline of the institution in recent years is marked. And this, notwithstanding the fact that corporal punishment was entirely discontinued in 1899. This is interesting testimony and of the highest value, and confirms the opinion which has long been maintained and promulgated by the State Board of Charities, that good discipline can and should be maintained in institutions for the care and training of juvenile delinquents, orphan asylums, and other homes for children, entirely without the use of corporal punishment.

RELATION TO PRISON LIFE.

The reports of the State Reformatory at Elmira show that 10 per cent. of its inmates have previously been in institutions for juvenile delinquents. In the year ending September 30, 1903, the daily average number of inmates in this Reformatory was 1,489, and 151 of these were committed to it from other institutions intended for the reformation of wayward and delinquent boys. Of this number, 51 had been in the House of Refuge on Randall's Island, 30 in the State Industrial School at Rochester, 48 in the New York Catholic Protectory, and 22 in other reform schools. And it is certain that the 151 young men committed to the State Reformatory are not all that went to prison after leaving institutions for juvenile delinquents. In addition to those who acknowledge previous commitment to reformatory schools, many others in the State Reformatory conceal the fact, and if all those formerly in reformatories, but now in the prisons, penitentiaries, jails and workhouses of the State could be numbered, the total would disappoint all who regard the existing type of institutions for juvenile delinquents as effectual agencies in the reformation of wayward boys. While these reformatories have undoubtedly saved multitudes of erring youth from lives of crime,

they have all been embarrassed by inadequate equipment and environment prejudicial to satisfactory work.

FINANCIAL ADMINISTRATION.

The creation by chapter 252 of the Laws of 1902, of the office of Fiscal Supervisor of State Charities transferred the Bureau of State Charitable Institutions from the office of the State Comptroller to a new department. Under the laws in force prior to June 1, 1902, the State Comptroller supervised and controlled all the expenditures of the State charitable institutions, but the new law gave this supervision and control to the Fiscal Supervisor of State Charities, reserving, however, to the State Comptroller his constitutional power of final audit.

The Fiscal Supervisor entered upon the discharge of his duties June 9, 1902, and since that time the fiscal operations of all the State charitable institutions have been under his control. This officer is required by law to "visit each of the State charitable institutions at least twice in each calendar year" and "examine into the condition of all buildings, grounds and other property connected with such institution, and into all matters relating to its financial management." He is therefore required to be familiar with the actual condition and needs of each institution, and to be prepared by his personal knowledge to act judiciously upon such monthly estimates for supplies as shall be made in accordance with law.

The Superintendent or other managing officer of each institution is required, on or before the fifteenth day of each month, to "cause to be prepared triplicate estimates in minute detail of the expenses required for the institution of which he has the supervision for the ensuing month. He shall countersign and submit two of such triplicates to the Fiscal Supervisor, and shall retain the other to be placed on file in the office of the institution. The Fiscal Supervisor may cause such estimates to be revised, either as to quantity or quality of supplies and the estimated cost thereof, and shall certify that he has carefully examined the same and that the requested supplies contained in such estimates as

APPROPRIATIONS.

It was clearly established that in recent years insufficient appropriations have been made by the Legislature for the proper maintenance of the institution and the comfort of the inmates. This insufficient appropriation has influenced the allowances of the Fiscal Supervisor. From month to month fear of a deficiency has prevented the allowance of supplies actually necessary for comfort. The expenditures of the institution for food during the fiscal year ending September 30, 1903, amounted to $39,818.90. With over one thousand employes and inmates, the per capita expense per meal was but 3.7 cents. It is conceded that the employes, who can leave the institution if they are not satisfied, were given much better food than the inmates, which makes it probable that the cost per meal for the latter did not exceed 3¼ cents. When these figures are considered, the reason for the lack of quantity and variety in the food supplies is at once apparent.

During the same time there was expended for clothing the sum of $10,405.80. Divided among 877 inmates, the yearly average number, this shows an annual per capita expenditure of $11.86, or less than a dollar a month for clothing. When it is considered that outer garments, underwear, nightwear, shirts, socks, furnishings, shoes and caps were supplied from this expenditure, it will be readily seen that such an amount is insufficient for the purpose. But another fact must be borne in mind. In addition to the 877 boys and girls who were clothed from the allowance of $10,405.80, the institution was required to provide new clothing for 519 boys and girls paroled or discharged during the year, thus making a total of 1,396 clothed for that amount. The average sum spent for each one was therefore less than $8. The State requires the counties to pay $30 a year for the clothing of patients in some of the State institutions, and, in the opinion of this committee, based upon a careful tabulation of the clothing needed by each individual, a copy of which is given above, this sum is necessary for the suitable clothing of the boys and girls committed to the House of Refuge.

Recognizing the fact that the appropriations have been insufficient, we recommend that the appropriation to the House of Refuge for the next fiscal year be placed at $185,000, which, with the appropriation of $12,000 from the city of New York toward maintaining the schools of the institution, will permit of a more reasonable per capita expenditure. The maintenance appropriation from the State for the last fiscal year was only $148,500, to which $12,000 was added by the city of New York for the purpose named, in order to provide for the immediate needs of the institution, a deficiency appropriation of $35,000 should be made. This will enable the institution to secure sufficient supplies of clothing and material, and to provide a better dietary.

REMOVAL AND REORGANIZATION.

For many years the State Board of Charities has advocated the removal of institutions for the care of juvenile delinquents from the cities to suitable rural locations. This appears from the annual reports of the Board to the Legislature and from the reports of the Board's Standing Committee on Reformatories.

Your committee cannot better illustrate its conclusions in regard to the changes necessary in the House of Refuge than by reference to the removal of the State Industrial School at Rochester and the New York Juvenile Asylum of New York city, a private corporation, from city to country sites.

The State of New York maintains at Rochester an institution for the detention and training of juvenile delinquents, now known as the State Industrial School, which was established in 1846 under another name, and has a capacity for 900 inmates. It performs for the western section of the State the same public service as is performed by the House of Refuge on Randall's Island for the eastern section. The buildings at Rochester, although more modern in construction, are also on the congregate plan and similar in many respects to those on Randall's Island. The site of each institution contains between thirty and forty acres.

The removal of the institution from the city of Rochester was provided for by the Legislature of 1902. A special commission was appointed by chapter 527 of that year to select a tract of farm land suitable for the location. This commission consisted of the Governor, the State Comptroller, the President of the State Board of Charities, the President of the Board of Managers of the State Industrial School, and the State Architect. It selected and purchased a tract of about fourteen hundred acres of farm land located 12 miles south of the city of Rochester, the necessary appropriation therefor being made by the Legislature of 1903.

The State Industrial School will leave its present unsuitable location in the city of Rochester and also abandon the barrack system of housing boys committed to it, and on its new farm will place them in classified cottage groups. The land purchased for the school is beautiful and fertile, and far enough removed from the city to be free from hurtful influences. The new buildings are planned to embody modern ideas, and each cottage will be arranged for a family group of about twenty-five boys to be under the immediate direction of a supervisor and a matron. All the boys will have educational work carefully planned to develop individual abilities. The Superintendent and Board of Managers intend to classify the boys as carefully as possible, and make the course of training such as will afford each boy an opportunity to acquire a congenial trade, and also promote his physical, mental and moral growth.

The sanction of the State has thus already been given to the removal of a juvenile reformatory from a city to a country site, and within the next five years this important change will have been made.

The process of evolution by which reformatory or kindred institutions are developing from the old-fashioned congregate type, which two or more generations ago were established in different sections of the country, is further illustrated by the recent action of the Managers of the New York Juvenile Asylum, a well-known private charity for the care of boys and girls,

incorporated in the city of New York in 1851, and for many years and at present located in large barrack-like buildings at One Hundred and Seventy-sixth street and Tenth avenue, where about 900 inmates are now cared for. The Managers have purchased a large tract of 277 acres at Echo Hills, near Dobbs Ferry, Westchester county, and have in course of erection there a group of cottages and other buildings to which in the near future it is expected the inmates will be removed. The general plan for the disposition of the buildings of this institution about the grounds and the plans for their construction were awarded to a well-known firm of architects in New York city, after a competition in which many leading architects participated.

SPECIAL CLAIMS OF THE GREATER CITY OF NEW YORK.

The same opportunity should be afforded the House of Refuge that the State has given the State Industrial School at Rochester. The House of Refuge should be equipped to accomplish for the boys in the eastern section of the State what the State Industrial School is to do for the boys in the western section. Nearly three-quarters of the moneys raised by taxation for government or other purposes in the State of New York is paid by the city of New York and the neighboring counties of the Second Judicial District. Over one-half of the total population of the State is dependent upon the institution now located upon Randall's Island, and therefore, by virtue of need, general convenience, the portion of money contributed to the revenues of the State, geographical relation, and for the sake of common humanity, there should be established by the State, somewhere in the immediate neighborhood of the city of New York, a training school for the education and discipline of wayward boys to take the place of the House of Refuge. The necessity for such an institution was pointed out long ago by the State Board of Charities, and from year to year the suggestions of this committee, urging immediate legislative action, have been incorporated in the annual report of the Board to the Legislature. Similar recommendations in behalf of the State Industrial School, as has been shown, have borne fruit, yet the conditions which

necessitated the removal of the State Industrial School exist in an intensified form in the case of the House of Refuge on Randall's Island.

It has been impossible to have such classification of inmates there as is conducive to moral welfare, and, in fact, the conditions have been such that to many boys and girls the House of Refuge was little better than a school in vice and crime. How could it be otherwise when almost unlimited opportunities were afforded for the association of the vicious and degraded with those who were comparatively innocent? What else could be expected than that those who delighted in vice would take opportunities to corrupt others? It signally fails to accomplish the original intention and purposes of the founders of the Society to separate the innocent from the vicious and criminal. How grave a responsibility rests upon the State if these conditions are permitted to continue!

In recent years there have been graduated—if this expression can be used—from the institution each year an average of 500 boys and girls, in the proportion of seven, eight or nine boys to one girl in the different years. No better investment can be made for the State than to graduate wayward boys improved in health and well fitted to become self-supporting, respectable citizens as the result of their stay within it. The influence for good or ill upon this city and State, and the country at large, of such an army of young people will increase year by year in geometric rather than arithmetical ratio, and cannot be expressed in terms of money. Should they have been well trained and educated and become the founders of worthy families, the public expenditure for their maintenance, education and training will have been repaid a thousand fold.

The congregate or barrack system, therefore, should be discontinued forever, so far as its use is involved in the reformation of boys and girls, and the nearest possible approach to family life should be established. The congregate system affords facilities for the rapid spread of contaminating influences and for the formation of bad habits. As the result of it, many of the inmates must leave institutions where this system prevails worse than

when they entered them. The small cottage, the limited number of boys and girls under the care of competent matrons and attendants, the constant personal association of those who have a sympathetic interest in the future welfare of the young offenders should be sought, and all means be used which will have a tendency to reclaim the erring through the establishment of character.

The State, therefore, owes specially to the city of New York, as well as to itself, that the conditions which make the best reformatory work impossible on Randall's Island be changed immediately by the establishment of a new State Training School for boys, to be located somewhere in the vicinity of Greater New York.

RECOMMENDATIONS.

Your committee has added to this report as appendices necessary statistical information, in which will be found data showing the progress of the institution. As the reformatory work of the State has a common object, the committee has deemed it advisable to add to its recommendations concerning the House of Refuge on Randall's Island certain suggestions relating to the four other institutions of the same character, subject to the general supervision of the State Board of Charities.

First. That there be immediately established by act of the Legislature "The Eastern New York State Training School for Boys," to be located within fifty miles of New York city, on a suitable tract of land containing not less than one thousand acres.

Second. That a commission consisting of the Governor, the State Comptroller, the President of the State Board of Charities, the State Architect, and the President of the Board of Managers of the Society for the Reformation of Juvenile Delinquents in the city of New York, be created with power to select a site for the "Eastern New York State Training School for Boys," and to take the necessary legal steps to have the same conveyed to the State for the use of said school.

Third. That upon the establishment of the said "Eastern New York State Training School for Boys," a full topographical sur-

vey be made of the selected tract of land, and maps be prepared showing the proposed lines of sewage and drainage, the sources, quantity and quality of the water supply, and giving such other detailed information as may be needed. That plans for groups of cottage and other necessary buildings be prepared, and a comprehensive scheme covering the methods, scope, general management of the buildings, and other essential factors in the work of the proposed "Eastern New York State Training School for Boys," and with estimates of the cost of the buildings and equipment, be submitted to the Legislature of 1905 for its consideration.

Fourth. That a conference between the commission for the location of the proposed "Eastern New York State Training School for Boys" and the mayor of the city of New York be held to decide upon equitable terms under which the Society for the Reformation of Juvenile Delinquents in the City of New York will surrender to the city of New York the lands and buildings of the House of Refuge on Randall's Island. All payment by the city conditioned upon such transfer of lands and buildings should be made to the State for the purposes of the proposed "Eastern New York State Training School for Boys."

The recovery for city purposes of the large and valuable tract of land on Randall's Island should be compensated for. There can be no better cause in which the State and city authorities could unite with the managers of an institution than in giving to the wayward boys of Greater New York and its vicinity the benefits to be derived from a model training school such as is herein proposed.

Fifth. That, when established, the proposed "Eastern New York State Training School for Boys" have a Board of Managers, nine in number, to be appointed by the Governor by and with the advice and consent of the Senate, three of them to serve for a term of two years, three for four years, and three for six years, but that thereafter upon the expiration of the term of any manager his successor shall be appointed for a full term of six years.

Sixth. That in the appointment of the first Board of Managers some of its members should be selected from the present managers

of the Society for the Reformation of Juvenile Delinquents in the City of New York.

Seventh. That legislation be requested extending the provisions of the State Civil Service laws to this institution.

Eighth. That the maintenance appropriation for the fiscal year beginning October 1, 1904, be recommended in the sum of $185,000, and a deficiency appropriation of $35,000 be requested for the year ending September 30, 1904.

Ninth. That the laws governing the commitments to the House of Refuge on Randall's Island, New York city, and to the State Industrial School, Rochester, be amended so as to prohibit the commitment of girls to either of these institutions after October 1, 1904.

Tenth. That the House of Refuge for Women at Hudson be re-established as "The New York State Training School for Girls," by such changes in the existing laws as may be necessary, and that further legislation be requested by which all commitments to it after October 1, 1904, shall be of girls not to exceed 16 years of age, and that the term of such commitment expire on or before the arrival of the girl at majority, as the Board of Managers of such State Training School for Girls may in their discretion determine.

Eleventh. That legislation be requested by which commitments to the New York State Reformatory for Women at Bedford and the Western House of Refuge for Women at Albion shall, after October 1, 1904, be of women over 16 years of age and under 30 only, the period of such commitments to remain as at present.

Twelfth. That legislation be requested by which the State Board of Charities in consultation with the Board of Managers of the New York State Reformatory for Women at Bedford, the Western House of Refuge for Women at Albion, and the proposed New York State Training School for Girls at Hudson, may be empowered to cause the transfer from any one of these institutions to another of inmates found to be better adapted for the training of such other institution.

Thirteenth. That upon the establishment of the "Eastern New York State Training School for Boys" the name of the State Industrial School at Rochester be changed to "The Western New York State Training School for Boys."

The committee further recommends that the State Board of Charities transmit the following suggestions to the Managers of the Society for the Reformation of Juvenile Delinquents, with a request for their consideration.

First. That steps be taken immediately to improve the classification of the inmates of the House of Refuge, and that when the buildings now assigned to the girls become available they be utilized for classification purposes.

Second. That the dietary of the institution be revised and improved, in order that a greater variety of foods be supplied the inmates; more and better meat be provided; more fresh vegetables and fruits in their season; more butter, eggs and apples be furnished.

Third. That from the food now supplied the officers and employes, a regular hospital diet, so far as practicable, be prepared, and that the monthly estimate be made to include such additional items as may be needed for this purpose.

Fourth. That the Board of Managers at their meetings give personal consideration to the monthly estimates for food and other supplies, and include in the estimates, and in due season, all the items they deem necessary for the reasonable comfort, good health, and well being in every particular, of the inmates of the institution, and that they take this action without regard to the condition at the time being of the balance to the credit of the institution in the office of the State Treasurer at Albany. The needs of the institution should thus be made known, and repeatedly so if necessary.

Fifth. That the Managers recommend to the Commission for the classification of salaries, an increase of monthly salary to be paid to the teachers of the school for length of service, in order to secure their retention in the institution.

Sixth. That the Managers take steps to secure an increase in the number of parole officers and a more liberal allowance for the necessary expenses involved in frequent visitations of all children on parole, or discharged.

Your committee recommends that the preceding suggestions of this report for the improvement of the reformatory work of the State of New York be transmitted to the Legislature of 1904 in the annual report of the State Board of Charities, with a request that immediate action be taken thereon.

All of which is respectfully submitted.

WM. R. STEWART,
STEPHEN SMITH, M. D.,
Committee on Reformatories.

Dated, New York city, January 11, 1904.

STATISTICAL APPENDIX.

The Weekly Average Number of Inmates for the Year Ending September 30, 1903.

Date.	Boys.	Girls.	Total.
October 7	730	89	819
October 14	731	91	822
October 21	732	92	824
October 28	742	92	834
November 4	753	94	847
November 11	748	91	839
November 18	751	91	842
November 25	743	93	836
December 2	743	93	836
December 9	747	91	838
December 16	753	88	841
December 23	752	88	840
December 30	751	89	840
January 6	743	87	830
January 13	748	87	836
January 20	755	90	845
January 27	753	91	844
February 3	767	92	859
February 10	761	88	849
February 17	762	88	850
February 24	770	90	860
March 3	770	91	861
March 10	762	94	856
March 17	768	94	862
March 24	768	95	863
March 31	773	96	869
April 7	769	96	865
April 14	775	99	874
April 21	787	99	886
April 28	787	98	885
May 5	797	100	897
May 12	791	100	891
May 19	788	102	890
May 26	796	102	898
June 2	792	102	894
June 9	803	103	906
June 16	809	105	914
June 23	814	109	923

DATE.	BOYS.	GIRLS.	TOTAL.
June 30	817	112	929
July 7	814	110	924
July 14	818	111	929
July 21	820	114	934
July 28	806	117	923
August 4	817	117	934
August 11	806	116	922
August 18	812	113	925
August 25	811	113	924
September 1	814	115	929
September 8	805	116	921
September 15	806	117	923
September 22	802	117	919
September 29	807	118	925

THE SOURCES WHENCE 486 CHILDREN WERE RECEIVED DURING THE YEAR ENDING SEPTEMBER 30, 1902.

WHERE FROM.	WHITE BOYS.	WHITE GIRLS.	COLORED BOYS.	COLORED GIRLS.	TOTAL.
New York county	249	30	13	8	300
Kings county	43	1	5	2	51
Richmond county	1	.....	.....	.....	1
Suffolk county	5	2	3	3	13
Queens county	2	3	.....	.....	5
Westchester county	6	.....	2	1	9
Orange county	15	3	1	.....	19
Rockland county	1	.....	.....	.....	1
Dutchess county	5	.....	.....	.....	5
Putnam county	1	1	.....	.....	2
Columbia county	3	.....	.....	.....	3
Sullivan county	4	.....	.....	.....	4
Ulster county	3	2	.....	.....	5
Greene county	1	.....	.....	.....	1
Albany county	3	.....	1	.....	4
Schoharie county	1	.....	.....	.....	1
Nassau county	4	.....	2	.....	6
	347	42	27	14	430
Recommitted	28	1	4	.....	33
Returned by officers	18	.....	2	.....	20
Returned by masters	1	.....	.....	.....	1
Returned by friends	1	.....	.....	.....	1
Returned by themselves	.....	.....	1	.....	1
	395	43	34	14	486

THE SOURCES WHENCE 612 CHILDREN WERE RECEIVED DURING THE YEAR ENDING SEPTEMBER 30, 1903.

WHERE FROM.	WHITE BOYS.	WHITE GIRLS.	COLORED BOYS.	COLORED GIRLS.	TOTAL.
New York county	343	46	13	7	409
Kings county	56	2	4	1	63
Richmond county	1	.....	.....	.....	1
Suffolk county	5	1	2	.....	8
Queens county	5	2	.....	.....	7
Westchester county	11	.....	.....	.....	11
Orange county	12	.....	1	.....	13
Rockland county	4	1	2	1	8
Dutchess county	15	1	.....	.....	16
Columbia county	1	.....	.....	.....	1
Ulster county	1	.....	.....	.....	1
Greene county	1	.....	.....	.....	1
Nassau county	4	1	1	2	8
	459	54	23	11	547
Were recommitted	36	2	3	.....	41
Returned by officers	12	1	2	.....	15
Returned by masters	2	1	2	.....	5
Returned by friends	2	.....	.....	.....	2
Returned voluntarily	1	1	.....	.....	2
	512	59	30	11	612

THE PARENTAGE OF 430 CHILDREN RECEIVED DURING THE YEAR ENDING SEPTEMBER 30, 1902, AND 547 RECEIVED DURING THE YEAR ENDING SEPTEMBER 30, 1903.

	PROTESTANT.		CATHOLIC.		HEBREW.		TOTAL.	
	1902.	1903.	1902.	1903.	1902.	1903.	1902.	1903.
American	51	55	41	43	2	5	94	103
American, colored	41	25	....	8	....	....	41	33
Austrian	....	....	1	6	3	16	4	22
Bohemian	1	....	3	5	....	2	4	7
Canadian	2	2	....	....	....	....	2	2
Cuban	....	....	1	....	....	....	1	....
English	2	6	2	5	3	1	7	12
French	....	....	1	12	....	....	1	12
German	33	36	16	7	13	18	62	61
Grecian	....	....	1	....	....	....	1	....
Hungarian	....	....	1	2	5	10	6	12
Irish	3	1	44	67	....	....	47	68
Italian	....	....	49	51	....	....	49	51
Mixed	12	18	24	21	3	5	39	44
Norwegian	....	1	....	....	....	....	....	1
Polish	....	....	2	3	....	....	2	3

	Protestant.		Catholic.		Hebrew.		Total.	
	1902.	1903.	1902.	1903.	1902.	1903.	1902.	1903.
Roumanian	....	....	....	....	4	2	4	2
Russian	....	....	1	2	60	102	61	104
Scotch	2	5	....	1	....	....	2	6
Spanish	....	....	....	1	....	....	....	1
Swedish	1	2	....	....	....	....	1	2
Swiss	1	1	....	....	....	....	1	1
West Indian	1	....	....	....	....	....	1	....
	150	152	187	234	93	161	430	547

THE OFFENSES OF 430 CHILDREN RECEIVED IN THE YEAR ENDING SEPTEMBER 30, 1902, AND 547 RECEIVED IN THE YEAR ENDING SEPTEMBER 30, 1903.

	1902.	1903.
Acts not expressly forbidden	....	19
Assault	....	2
Assault in the first degree	....	1
Assault in the second degree	....	1
Assault in the third degree	9	14
Assault, felonious	....	3
Burglary in the third degree	10	6
Burglary in the third degree, attempted	3	2
Burglary in the second degree	2	1
Burglary	1	17
Corrupting morals	1	.....
Disorderly conduct	139	158
Forgery, third degree	1	.....
Forgery	....	1
Incorrigible	1	2
Larceny	2	2
Larceny, attempted	3	.....
Larceny of mail matter	1	.....
Larceny, petit	180	214
Larceny, petit, attempted	3	.....
Larceny, grand	2	21
Larceny, grand, attempted	....	3
Larceny, grand, attempted, second degree	2	2
Larceny, grand, attempted, first degree	3	.....
Larceny, grand, second degree	4	4
Malicious mischief	2	1
No proper guardianship	2	20
Placing obstruction on railroad tracks	1	.....
Possessing burglars' tools	1	.....
Rape, second degree	1	.....
Rape, second degree, attempted	....	1
Receiving stolen goods	1	1
Riding freight trains without permission	....	4
Throwing stones at railroad train	2	.....
Ungovernable	10	7
Unlawful entry of building	10	13
Vagrancy	31	29
Wilful disturbance of meeting	2	.....
	430	547

AS AN INDEX TO THE PREVIOUS LIFE OF THE CHILDREN COMMITTED TO THE HOUSE OF REFUGE, THE FOLLOWING TABLE SHOWS THE CHARACTER OF THE HOMES, THE SOCIAL CONDITION OF THE FAMILY, AND THE HABITS AND ANTECEDENTS OF 306 CHILDREN CONCERNING WHOM A VERY CAREFUL EXAMINATION WAS MADE IN 1902.

1ST. CHARACTER AND CONDITION OF HOMES:

Resided in private houses	28
Resided in tenements	224
Had no homes	28
Homes comfortably furnished	227
Homes not comfortably furnished	79

2D. SOCIAL CONDITION OF THE FAMILIES:

Fathers living	204
Mothers living	250
Parents separated	19
Stepfathers	33
Stepmothers	18
Temperate fathers and stepfathers	201
Temperate mothers and stepmothers	255
Intemperate fathers and stepfathers	31
Intemperate mothers and stepmothers	13
Parents having property other than household furniture	30
Parents having no property other than household furniture	276

3D. HABITS AND ANTECEDENTS OF CHILDREN BEFORE COMMITMENT:

Attended school regularly	180
Attended school irregularly or not at all	126
Were regularly employed	149
Were habitually idle	157
Were truants	139
Were arrested before	102
Had been inmates of other institutions	96

RESULTS OF SIMILAR EXAMINATIONS MADE IN 1903.

Whole number of examinations	400
1ST. CHARACTER AND CONDITION OF HOMES:	
Resided in private houses	147
Resided in tenements	312
Homes comfortably furnished	328
Homes not comfortably furnished	72

2D. SOCIAL CONDITION OF THE FAMILIES:

Fathers living	355
Mothers living	386
Parents separated	20
Stepfathers	24
Stepmothers	21
Temperate fathers and stepfathers	327
Temperate mothers and stepmothers	378
Intemperate fathers and stepfathers	52
Intemperate mothers and stepmothers	29
Parents having property other than household furniture	50
Parents having no property other than household furniture	410

3D. HABITS AND ANTECEDENTS OF CHILDREN BEFORE COMMITMENT:

Attended school regularly	296
Attended school irregularly or not at all	164
Were regularly employed	210
Were habitually idle	250
Were truants	217
Were arrested before	217
Had been inmates of other institutions	154

A SIMILAR PERCENTAGE SUMMARY OF THE EXAMINATIONS CARRIED ON FOR A PERIOD OF TEN YEARS IS FOUND IN THE FOLLOWING TABLE:

	1893.	1894.	1895.	1896.	1897.	1898.	1899.	1900.	1901.	1902.	1903.
Tenements	.74	.78	.81	.83	.85	.87	.89	.69	.81	.73	.68
Comfortable	.76	.67	.73	.81	.84	.85	.77	.70	.73	.74	.84
Temperate fathers	.65	.67	.64	.73	.82	.75	.80	.50	.49	.66	.71
Temperate mothers	.80	.76	.78	.86	.93	.94	.96	.70	.76	.83	.82
No property	.83	.82	.83	.90	.84	.85	.81	.95	.94	.90	.89
Irregular school attendance	.76	.94	.83	.69	.63	.62	.13	.52	.58	.39	.36
Idle	.77	.46	.16	.14	.11	.07	.08	.22	.19	.51	.54
Truants	.69	.66	.72	.64	.62	.47	.41	.54	.62	.45	.47
Previously arrested	.39	.41	.44	.32	.32	.23	.33	.32	.53	.33	.47
Were in other institutions	.34	.36	.37	.39	.29	.28	.27	.27	.31	.31	.33

THE DISPOSITION OF 489 CHILDREN DURING THE YEAR ENDING SEPTEMBER 30, 1902.

	WHITE BOYS.	WHITE GIRLS.	COLORED BOYS.	COLORED GIRLS.	TOTAL.
Paroled to friends	363	35	26	10	434
Paroled to hire	14	7	3	3	27
Indentured	6	1	1	.....	8
Transferred to Eastern New York Reformatory	8	.....	1	.....	9
Transferred to House of Good Shepherd	.....	1	.....	.....	1
Transferred to Lincoln Hospital and Home	.....	.....	1	.....	1
Transferred to Superintendent of Poor	2	1	.....	.....	3
Paroled to managers	1	.....	1	.....	2
Returned to court	1	1	.....	.....	2
Escaped	1	.....	.....	.....	1
Died	.....	.....	1	.....	1
Total	396	46	34	13	489

THE DISPOSITION OF 519 CHILDREN DURING THE YEAR ENDING SEPTEMBER 30, 1903.

	WHITE BOYS.	WHITE GIRLS.	COLORED BOYS.	COLORED GIRLS.	TOTAL.
Paroled to friends	395	28	33	4	460
Paroled to hire	21	5	6	1	33
Indentured	1	.....	4	.....	5
Transferred to Eastern New York Reformatory	6	.....	1	.....	7
Transferred to Convent of the Divine Compassion	.....	1	.....	.....	1
Transferred to Lincoln Hospital and Home	.....	1	.....	.....	1
Transferred to superintendent of poor	3	.....	.....	.....	3
Returned to court	2	.....	.....	.....	2
Transferred to George Junior Republic	.....	1	.....	.....	1
Died	2	1	2	.....	5
Habeas corpus	1	.....	.....	.....	1
Total	431	37	46	5	519

THE LENGTH OF TIME THOSE DISPOSED OF DURING THE YEAR ENDING SEPTEMBER 30, 1902, HAD BEEN IN THE HOUSE.

Were in 1 month	5	Were in 20 months	37
Were in 2 months	3	Were in 21 months	33
Were in 3 months	5	Were in 22 months	24
Were in 4 months	5	Were in 23 months	22
Were in 5 months	4	Were in 24 months	17
Were in 6 months	3	Were in 25 months	10
Were in 7 months	1	Were in 26 months	7
Were in 8 months	4	Were in 27 months	9
Were in 9 months	2	Were in 28 months	13
Were in 10 months	1	Were in 29 months	9
Were in 11 months	1	Were in 30 months	5
Were in 12 months	2	Were in 32 months	6
Were in 13 months	1	Were in 33 months	2
Were in 14 months	2	Were in 34 months	1
Were in 15 months	7	Were in 35 months	4
Were in 16 months	41	Were in 36 months	1
Were in 17 months	80	Were in 37 months	4
Were in 18 months	66	Were in 39 months	2
Were in 19 months	45		

Average time in the House, 19 months, 14 days.

THE LENGTH OF TIME THOSE DISPOSED OF DURING THE YEAR ENDING SEPTEMBER 30, 1903, HAD BEEN IN THE HOUSE.

Were in less than 1 month	1	Were in 22 months	22
Were in 1 month	4	Were in 23 months	18
Were in 2 months	4	Were in 24 months	15
Were in 3 months	5	Were in 25 months	18
Were in 4 months	1	Were in 26 months	12
Were in 5 months	7	Were in 27 months	10
Were in 6 months	4	Were in 28 months	8
Were in 7 months	3	Were in 29 months	11
Were in 8 months	3	Were in 30 months	8
Were in 9 months	1	Were in 31 months	8
Were in 10 months	3	Were in 32 months	5
Were in 11 months	1	Were in 33 months	3
Were in 13 months	1	Were in 34 months	7
Were in 14 months	1	Were in 35 months	4
Were in 15 months	8	Were in 36 months	1
Were in 16 months	55	Were in 38 months	3
Were in 17 months	59	Were in 39 months	2
Were in 18 months	71	Were in 40 months	1
Were in 19 months	53	Were in 43 months	1
Were in 20 months	35	Were in 45 months	1
Were in 21 months	41		

Average time in the House, 20 months.

ENROLLMENT IN THE SCHOOL CLASSES, OCTOBER 1, 1902, AND OCTOBER 1, 1903.

	1st Division.		2d Division.		Primary.		Girls.		Total.	
	1902.	1903.	1902.	1903.	1902.	1903.	1902.	1903.	1902.	1903.
First class	33	49	34	34	9	19	7	17	83	119
Second class	35	49	34	36	20	19	24	23	113	127
Third class, B	38	47	36	36	18	17	22	17	114	117
Third class, A	.....	.....	44	36	.....	.....	.....	.....	44	36
Fourth class	39	48	47	46	24	26	19	18	129	138
Fifth class	47	51	43	39	16	18	19	44	125	152
Sixth class	43	51	43	44	14	7	.....	.....	100	102
Seventh class, B	.....	.....	46	39	.....	.....	.....	.....	46	39
Seventh class, A	47	55	37	46	.....	.....	.....	.....	84	101
	282	350	364	356	101	106	91	119	838	931

TABLE SHOWING DISTRIBUTION OF BOYS IN THE INDUSTRIAL CLASSES AND GENERAL WORK, OCTOBER 16, 1903.

TRADE SCHOOLS.	FIRST DIVISION.	SECOND DIVISION.	TOTAL.
Painting	.....	8	8
Printing	30	18	48
Tailoring	25	18	43
Shoe shop	18	19	37
Carpentry	2	2	4
Machine shop	.....	6	6
Blacksmith	16	10	26
Masonry	2	3	5
Plumbing shop	.....	2	2
Greenhouse	10	7	17
Farm	6	4	10
Laundry	14	6	20
Bakery	.....	12	12
Electrician	.....	2	2
Advanced carpentry	22	18	40
Advanced plumbing	21	19	40
Art class	1	5	6
Sloyd class	1	1	2
Art and sloyd class	50	24	74
Unassigned	.....	.....	.....
Escaped and paroled	2	11	13
Routine duty.			
Second division hall squad	21	19	40
First division hall squad	20	19	39
General duty squad	10	7	17
Gas house squad	.....	3	3
Steam room squad	3	6	9
Storeroom squad	2	4	6
Rotunda squad	5	4	9
Officers' dining-room squad	3	4	7
Officers' quarters' squad	1	3	4
Quartermaster squad	2	2	4
Hospital and patients' squad	3	8	11
Boys' kitchen squad	5	10	15
Second division dining-room squad	3	11	14
First division dining-room squad	4	12	16
First division yard squad	12	.....	12
Second division yard squad	.....	9	9
Sewing room squad	3	4	7
Cart squad	6	6	12
Trachoma quarters' squad	4	7	11
Ferry squad	1	2	3
Office and cottage squad	7	1	8
Fourth hall squad	.....	1	1
Boys' library squad	.....	1	1
Quarantine squad	8	11	19
Policing squad	.....	.....	.....
	343	348	691

NEW YORK HOUSE OF REFUGE.

STATEMENT OF AVERAGE MONTHLY POPULATION FOR THE YEARS 1901–2 AND 1902–3 AND MEAT ALLOWED.

	1901-2.		1902-3.	
MONTH.	POPULATION.	MEAT ALLOWED.	POPULATION.	MEAT ALLOWED.
October	851.	14,000	825.645	14.000
November	860.566	14,000	839.833	17.000
December	660.548	14,000	840.1	17.200
January	856.677	14,500	839.742	16.000
February	850.464	14,500	854.357	16.000
March	843.064	14,000	861.548	16.000
April	820.	14,000	877.933	16.000
May	826.548	14,000	894.225	16.000
June	830.	14,000	914.6	16.000
July	830.322	14,000	927.1613	16.000
August	835.064	14,000	925.709	16.150
September	829.0333	14,000	922.166	16.200

The price of 8c. per lb. was paid up to and including May, 1902, (and for the years previous to that date). For June and July, 1902, 10c. was paid and for August 10½c. was paid. The change to the new method was made in September, 1902.

Beef and mutton are now purchased in whole carcasses. Meat was formerly purchased cut up ready to cook.

SUPPLY OF CLOTHING IN USE AND IN RESERVE.

The following is a statement of the clothing on hand and in use in the House of Refuge, Randall's Island, at the time of the investigation. This detailed statement, with the comments upon the different articles, was prepared by Superintendent Sage, but the statement was verified by subsequent inspection.

BOYS' DEPARTMENT, FIRST AND SECOND DIVISIONS.

In use.

700 coats, assorted; old, about 60 would bear inspection.
700 trousers, assorted; old, about 15 would bear inspection.
1,335 shirts, old; about 600 would bear inspection.
1,400 pairs stockings; about 1,300 would bear inspection.
1,400 undershirts; about 1,000 would bear inspection.
1,400 underdrawers; about 1,000 would bear inspection.

On hand in reserve.

10 coats; winter, new. } These suits are being manufactured daily.
10 trousers; winter, new. }
51 shoes; new.

In use.

638 dozen pairs stockings; new. We have this amount, being the stock left from the stocking industry and which is being used month by month as required.

11 undershirts; new.

On hand for use for working clothes.

169 summer coats; two years old.

15 summer trousers; two years old.

260 winter trousers; old, very poor and repaired.

On hand for use next summer.

290 summer coats; fair.

26 overalls; new.

4 jumpers; new.

1 trousers.

1 coat.

1 vest.

GIRLS' AND PRIMARY BOYS' DEPARTMENT.

Girls.

In use—dresses.

68 covert cloth, Sunday, made last spring; now being used for school.

120 park check, used for school and recreation; in very poor condition.

30 serge, used for school and Sunday; made three years ago.

16 brown denim, ironing room.

20 blue denim, wash room; in poor condition.

30 waists and skirts, made from discarded dresses; used as working dresses in dormitories and girls' kitchen; mended and patched many times.

10 donated.

Shoes.

31 pairs; very poor condition.

40 pairs; fair.

36 pairs; good.

12 pairs; donated.

Stockings.

86 pairs, in good condition.

110 pairs, in very poor condition.

9 pairs, donated.

Undershirts.

50 in good condition.

90 in poor condition.

8 donated.

Underdrawers.

70 pairs in good condition.

156 pairs in very poor condition.

3 pairs donated.

Nightgowns.

135 nightgowns.

Boys.

Underwear.

144 pairs drawers; good.

144 shirts; good.

170 shirts; poor.

70 pairs drawers; poor.

Stockings.

60 pairs, in good condition.

40 pairs, in poor condition.

In use—Blouses, pants and hats.

45 gray blouses; poor condition.
70 gray pants; poor condition.
40 gray hats.
50 blue hats (Sunday).
107 blue suits (Sunday).

The blouses are in better condition than the blue pants. It would be economical to have a new set of pants.

In connection with the clothing supply of the institution, the following tables show in detail the cost of all the clothing and material used by the institution for the fiscal years ending September 30, 1902, and September 30, 1903:

	Blacking (shoe).	Boots (rubber).	Braid.	Birdseye diaper.	Buttons.	Cambric.
October, 1901	.....	.....	.....	.....	$7 43	$10 66
November	.....	$26 64	.....	.....	13 40	.....
December	.....	.....	$51 31	.....	4 91	.....
January, 1902	.....	.....	1 42	.....	3 00	.....
February	.....	.....	.....	.....	6 73	.....
March	.....	13 85	.....	.....	7 66	.....
April	.....	.....	.....	$4 50	7 48	12 90
May	.....	.....	.....	.....	12 86	.....
June	.....	.....	.....	.....	9 96	.....
July	.....	.....	.....	.....	9 35	5 61
August	$5 00	.....	.....	.....	$4 75	.....
September	.....	.....	.....	$4 50	9 56	.....
October	.....	.....	$19 95	.....	8 86	.....
November	.....	.....	.....	.....	5 60	.....
December	.....	.....	.....	.....	15 23	$5 50
January, 1903	.....	$27 84	.....	.....	1 26	.....
February	.....	.....	.....	.....	9 20	.....
March	.....	.....	.....	.....	1 60	.....
April	.....	.....	.....	.....	6 45	.....
May	.....	.....	.....	.....	2 85	.....
June	.....	.....	.....	.....	3 60	.....
July	.....	.....	.....	.....	3 60	.....
August	.....	.....	.....	.....	4 35	.....
September	.....	.....	.....	.....	.....	.....
Total	$5 00	$68 33	$72 68	$9 00	$159 69	$34 67

	Canvas.	Caps.	Cap peaks.	Cap sweat-bands.	Cap straps.	Chalk (tailor's).
October, 1901	$13 00	.....	$3 75	$2 00	$1 75	.....
November	6 50	$7 54	3 75	2 00	1 75	.....
December	52 00	.....	3 75	2 00	1 75	.....
January, 1902	9 20	.....	3 75	2 00	1 75	$1 32
February	6 50	.....	3 75	2 00	1 75	.....

	Canvas.	Caps.	Cap Peaks.	Cap Sweat-bands.	Cap Straps.	Chalk (Tail or's).
March	.....	.....	$3 75	$2 00	$1 75	.....
April	$6 50	.....	.....	.....	.....	.....
May	.....	.....	3 75	2 00	1 75	.....
June	.....	$178 43	3 75	2 00	1 75	.....
July	.....	.....	3 75	2 00	1 75	.....
August	.....	.....	.....	.....	.....	.....
September	.....	.....	3 75	2 00	1 75	.....
October	.....	.....	3 75	2 00	1 75	$1 32
November	.....	.....	3 75	2 00	1 75	.....
December	13 00	.....	3 75	2 00	1 75	.....
January, 1903	.....	.....	.....	.....	.....	.....
February	7 61	.....	3 75	2 00	1 75	.....
March	.....	.....	3 75	2 00	1 75	.....
April	7 80	.....	3 75	2 00	1 75	.....
May	.....	.....	.....	.....	.....	.....
June	7 80	.....	.....	.....	1 75	.....
July	.....	.....	.....	.....	.....	.....
August	.....	.....	3 75	2 00	1 75	.....
September	.....	.....	.....	.....	.....	.....
Total	$129 91	$185 97	$63 75	$34 00	$31 50	$2 64

	Check, Park.	Cloth, Prison, and Uniforms.	Collars, Prison.	Corsets and Corset Waists.	Cutting Knife and Handle.	Darning Cotton.
October, 1901	$25 99	$740 63	.....	$18 00	.....	.....
November	.....	.....	.....	34 20	.....	.....
December	25 81	653 44	$4 20	.....	.....	.....
January, 1902	.....	316 81	8 40	.....	.....	$1 50
February	19 43	747 25	4 20	.....	.....	75
March	.....	546 34	4 20	.....	.....	75
April	13 87	.....	4 20	.....	.....	75
May	13 61	75 28	4 20	.....	.....	.....
June	28 00	76 31	4 20	.....	.....	.....
July	13 72	.....	4 20	.....	.....	.....
August	.....	.....	4 20	22 80	.....	.....
September	7 42	1,908 07	.....	.....	$3 00	.....
October	.....	638 12	.....	.....	.....	.....
November	.....	.....	.....	.....	.....	.....
December	26 58	361 16	.....	.....	.....	3 00
January, 1903	.....	95 94	.....	.....	.....	.....
February	.....	125 50	3 15	.....	.....	.....
March	13 93	53 44	3 15	.....	.....	.....
April	.....	.....	.....	.....	.....	.....
May	.....	104 21	.....	.....	.....	.....
June	.....	78 38	3 15	.....	.....	.....
July	.....	75 00	.....	.....	.....	.....
August	.....	80 63	3 15	.....	.....	.....
September	.....	.....	.....	.....	.....	.....
Total	$188 36	$6,676 51	$54 60	$75 00	$3 00	$6 75

	Denim.	Drilling.	Elastic Garter and Hat.	Emery.	Flannel.	Gingham.
October, 1901	$5 93	$11 14	$4 20	.....	.....	.....
November	27 55	4 45	.....	.....	.....	$2 24
December	28 66	6 68	.....	.....	$2 25	.....
January, 1902	29 46	4 56	3 99	.....	.....	.....
February	12 03	4 56	.....	.....	.....	.....
March	.....	7 13	3 99	$0 71	.....	.....
April	.....	4 55	.....	.....	.....	6 54
May	.....	4 55	.....	.....	.....	.....
June	27 23	5 91	.....	.....	.....	.....
July	.....	5 93	.....	.....	.....	.....
August	27 55	.....	3 99	.....	.....	2 40
September	11 19	.....	.....	.....	.....	2 28
October	.....	4 75	.....	.....	.....	.....
November	.....	.....	.....	.....	.....	.....
December	56 97	11 88	3 99	.....	18 52	.....
January, 1903	22 77	4 75	4 27	.....	1 20	.....
February	.....	6 00	.....	.....	2 25	.....
March	11 76	4 25	4 28	.....	.....	.....
April	.....	2 40	.....	.....	.....	.....
May	38 10	2 37	.....	.....	.....	.....
June	.....	2 34	.....	.....	.....	2 37
July	.....	4 77	.....	.....	.....	.....
August	.....	4 54	1 37	.....	.....	11 18
September	.....	.....	.....	.....	.....	.....
Total	$299 20	$107 51	$30 08	$0 71	$24 22	$27 01

	Gloves.	Hairpins.	Handkerchiefs.	Hats.	Hooks and Eyelets.	Humboldt Jeans.
October, 1901	.....	.....	$15 00	$10 00	$7 65	.....
November	.....	.....	.....	10 00	7 65	$300 08
December	.....	$0 25	15 00	20 00	5 90	.....
January, 1902	.....	.....	.....	20 00	2 50	.....
February	.....	.....	30 00	.....	1 40	303 60
March	.....	.....	.....	10 00	3 15	307 06
April	.....	.....	33 00	10 00	3 15	312 75
May	.....	.....	.....	10 00	7 65	.....
June	.....	24	33 00	65 00	7 65	180 38
July	.....	.....	.....	10 00	7 57	.....
August	.....	.....	.....	15 00	5 20	.....
September	.....	.....	.....	15 00	5 34	.....
October	.....	.....	.....	15 00	6 87	.....
November	.....	.....	33 60	15 00	5 51	.....
December	.....	25	.....	15 00	3 70	.....
January, 1903	$148 50	.....	.....	15 00	8 20	.....
February	.....	.....	3 60	15 00	5 62	301 43
March	.....	.....	.....	.....	6 54	.....
April	.....	.....	.....	.....	1 67	402 40
May	.....	25	.....	15 00	1 67	273 19
June	.....	24	.....	15 00	2 37	.....
July	.....	.....	.....	7 50	2 37	.....
August	.....	.....	.....	15 00	5 37	.....
September	.....	.....	.....	.....	5 06	.....
Total	$148 50	$1 23	$163 20	$322 50	$119 76	$2,380 88

	Ink (shoe).	Lace valence.	Laces, corset and shoe.	Lawn.	Leather.	Linen.
October, 1901	.....	.....	$6 00	.....	$416 69	.....
November	.....	.....	7 20	.....	445 44	.....
December	.....	.....	7 92	.....	311 49	$2 25
January, 1902	.....	.....	7 20	.....	168 74	.....
February	.....	.....	7 20	.....	318 91	.....
March	$1 50	.....	7 20	.....	418 76	.....
April	3 75	.....	7 20	.....	420 25	.....
May	.....	.....	7 20	.....	279 52	.....
June	.....	$0 65	7 20	.....	354 11	.....
July	.....	.....	7 20	.....	352 83	.....
August	.....	.....	7 20	.....	359 68	.....
September	.....	.....	7 20	$1 44	363 16	.....
October	5 00	.....	7 20	.....	368 12	.....
November	.....	.....	7 20	.....	373 53	.....
December	.....	.....	7 95	.....	384 18	.....
January, 1903	.....	.....	7 20	.....	329 85	.....
February	5 00	.....	7 20	3 13	401 96	.....
March	.....	.....	.....	.....	131 16	.....
April	.....	.....	7 20	.....	.....	.....
May	.....	.....	3 60	.....	296 09	.....
June	.....	.....	6 00	2 40	337 60	.....
July	5 00	.....	7 20	.....	203 74	.....
August	.....	.....	7 77	.....	205 18	.....
September	.....	.....	3 60	.....	381 24	.....
Total	$20 25	$0 65	$158 04	$6 97	$7,622 23	$2 25

	Lining.	Leggins.	Mittens.	Muslin.	Nails.	Needles.
October, 1901	$15 94	.....	.....	.....	$7 62	$3 75
November	16 18	.....	.....	$23 68	.....	2 50
December	101 27	.....	.....	14 14	.....	.....
January, 1902	.....	.....	.....	15 59	.....	1 00
February	.....	.....	.....	12 92	.....	2 00
March	.....	.....	.....	36 14	4 87	.....
April	22 56	.....	$128 75	.....	5 90	3 50
May	16 87	.....	.....	54 38	8 76	1 19
June	16 45	$110 00	.....	45 23	5 84	1 25
July	.....	.....	.....	.....	6 39	3 37
August	.....	.....	.....	45 44	5 54	3 30
September	.....	.....	.....	29 54	3 15	.....
October	14 69	.....	.....	.....	6 32	4 23
November	.....	.....	.....	.....	6 52	.....
December	8 45	.....	.....	84 09	4 90	2 52
January, 1903	.....	.....	7 60	.....	7 57	1 10
February	8 45	.....	.....	.....	9 58	1 55
March	8 32	.....	.....	8 65	5 76	3 75
April	15 86	.....	.....	.....	6 68	3 42
May	.....	.....	.....	6 14	48	1 85
June	9 10	.....	.....	4 28	5 59	4 26
July	8 78	.....	.....	35 76	5 66	1 85
August	8 06	.....	.....	5 35	7 39	2 15
September	.....	.....	.....	.....	6 11	.....
Total	$270 98	$110 00	$136 35	$421 33	$120 61	$49 78

	Pins.	Ribbon.	Rivets for coat buttons.	Sand-paper.	Shirts (prison).	Shirtings (prison).
October, 1901	.....	.....	.....	.....	.....	.....
November	$4 80	.....	$1 40	.....	.....	.....
December	.....	$1 21	.....	.....	$24 00	$46 98
January, 1902	.....	.....	4 20	.....	48 00	142 39
February	.....	.....	.....	.....	24 00	40 38
March	.....	.....	.....	.....	24 00	40 00
April	.....	.....	.....	.....	.....	.....
May	.....	1 22	.....	.....	24 00	40 00
June	.....	.....	.....	.....	24 00	34 26
July	.....	.....	.....	.....	24 00	40 00
August	.....	.....	.....	.....	24 00	39 96
September	.....	.....	.....	.....	.....	39 98
October	.....	.....	.....	.....	.....	40 00
November	.....	.....	.....	.....	18 00	40 00
December	.....	1 46	.....	.....	24 00	40 58
January, 1903	.....	.....	.....	.....	12 00	41 58
February	.....	1 40	.....	$0 45	18 00	41 16
March	.....	.....	.....	.....	.....	.....
April	.....	.....	.....	.....	.....	40 08
May	.....	1 50	.....	.....	.....	.....
June	.....	.....	.....	.....	18 00	39 54
July	.....	.....	.....	.....	.....	40 00
August	.....	.....	.....	.....	18 00	39 94
September	.....	.....	.....	.....	.....	.....
Total	$4 80	$6 79	$5 60	$0 45	$324 00	$826 83

	Shoes (prison).	Silesia.	Seer-sucker.	Socks and stockings.	Suits (boys).	Suspenders.
October, 1901	$72 00	.....	.....	.....	.....	$12 50
November	.....	$5 12	.....	.....	.....	35 62
December	.....	5 12	.....	.....	$69 55	14 25
January, 1902	72 00	4 64	.....	$1,331 49	.....	14 25
February	36 00	5 20	.....	.....	.....	.....
March	36 00	.....	$19 17	.....	.....	15 00
April	36 00	10 26	.....	.....	.....	12 82
May	.....	5 04	.....	.....	.....	15 00
June	36 00	5 06	.....	.....	.....	15 00
July	72 00	.....	16 40	.....	.....	14 25
August	36 00	.....	.....	.....	.....	.....
September	36 00	.....	.....	.....	.....	.....
October	36 00	.....	.....	25 50	216 00	32 50
November	36 00	.....	.....	.....	.....	.....
December	36 00	5 12	.....	.....	9 00	48 75
January, 1903	54 00	.....	.....	.....	.....	.....
February	54 00	.....	.....	.....	.....	.....
March	54 00	.....	.....	.....	.....	.....
April	.....	.....	.....	.....	.....	.....
May	54 00	5 12	.....	.....	.....	62 50
June	54 00	.....	.....	.....	.....	.....
July	54 00	.....	.....	.....	.....	.....
August	54 00	5 12	.....	12 75	.....	.....
September	.....	.....	.....	.....	.....	.....
Total	$918 00	$55 80	$35 57	$1,369 74	$294 55	$292 44

	Tacks.	Tape.	Tape Stay.	Thimbles.	Ties.	Thread.
October, 1901	$2 93	$2 64	.....	$1 10	.....	$27 30
November	.....	2 56	$2 64	.....	$5 70	24 85
December	.....	.....	2 64	.....	5 70	45 35
January 1902	.....	.....	.....	1 66	.....	49 47
February	.....	.....	.....	.....	.....	25 30
March	1 75	.....	.....	.....	.....	37 95
April	1 40	.....	.....	.....	2 85	12 65
May	3 00	.....	.....	.....	3 32	12 65
June	.....	.....	2 64	.....	6 65	20 75
July	1 55	.....	.....	.....	.....	41 23
August	85	.....	.....	.....	5 70	10 50
September	.....	.....	.....	.....	3 32	10 50
October	.....	.....	.....	.....	3 56	10 50
November	.....	.....	.....	.....	.....	8 10
December	80	.....	2 64	.....	9 50	21 00
January, 1903	1 27	.....	.....	.....	3 57	22 75
February	80	.....	.....	.....	.....	24 22
March	70	.....	2 64	88	3 56	20 25
April	70	.....	2 64	.....	.....	12 60
May	.....	.....	.....	.....	.....	19 14
June	.....	.....	.....	.....	2 37	16 28
July	.....	36	.....	.....	3 75	12 60
August	.....	.....	.....	.....	3 56	18 78
September	.....	.....	.....	.....	.....	12 60
Total	$15 75	$5 56	$15 84	$3 64	$63 11	$517 32

	Tissue Rubber.	Under-shirts.	Under-drawers.	Wadding.	Wax, Shoe-maker.	Wire.
October, 1901	.....	$125 10	$125 10	.....	.....	.....
November	.....	.....	.....	.....	.....	.....
December	$1 00	82 80	82 80	$7 60	$0 14	.....
January, 1902	.....	41 40	41 40	.....	14	.....
February	.....	20 70	20 70	.....	.....	.....
March	.....	62 10	62 10	.....	.....	.....
April	1 00	20 25	.....	.....	.....	.....
May	.....	.....	.....	.....	.....	.....
June	.....	.....	.....	.....	.....	$27 00
July	1 00	.....	.....	.....	.....	.....
August	.....	6 07	.....	.....	.....	.....
September	.....	.....	.....	.....	.....	.....
October	1 00	62 10	62 10	.....	.....	.....
November	.....	155 88	128 34	.....	.....	.....
December	.....	128 34	128 34	.....	.....	.....
January, 1903	1 00	103 50	103 50	.....	.....	.....
February	.....	80 46	80 46	.....	.....	.....
March	.....	41 40	41 40	.....	.....	.....
April	.....	.....	.....	.....	.....	.....
May	.....	.....	.....	.....	.....	.....
June	.....	12 15	.....	.....	.....	.....
July	1 00	1 35	.....	.....	.....	.....
August	.....	.....	.....	.....	.....	.....
September	.....	.....	.....	.....	.....	.....
Total	$6 00	$943 60	$876 24	$7 60	$0 28	$27 00

	Wool.	Serge.	Prints, Turkey Red.	Burlap.	Covert Cloth.	Cable Cotton-ade.
October, 1901	.....	.....	.....	.....	.....	.....
November	.....	.....	.....	.....	.....	.....
December	.....	.....	.....	.....	.....	.....
January, 1902	$7 25	$91 39	.....	.....	.....	.....
February	.....	.....	$3 22	.....	.....	.....
March	.....	.....	.....	.....	.....	.....
April	.....	.....	.....	.....	.....	.....
May	.....	.....	.....	.....	.....	.....
June	.....	.....	.....	.....	.....	.....
July	.....	.....	.....	.....	.....	.....
August	.....	.....	.....	.....	.....	.....
September	.....	.....	.....	.....	.....	.....
October	.....	.....	.....	.....	.....	.....
November	.....	.....	.....	.....	.....	.....
December	.....	46 86	.....	$0 54	.....	.....
January, 1903	.....	.....	.....	.....	.....	.....
February	.....	.....	.....	.....	.....	.....
March	.....	.....	.....	.....	.....	.....
April	.....	.....	.....	.....	.....	.....
May	.....	.....	.....	.....	$41 88	.....
June	.....	.....	.....	.....	.....	.....
July	.....	.....	.....	.....	.....	$50 86
August	.....	.....	.....	.....	.....	.....
September	.....	.....	.....	.....	.....	.....
Total	$7 25	$138 25	$3 22	$0 54	$41 88	$50 86

	Machine Oil.	Cases, etc.	Cartage.	Express.	Freight.	Total.
October, 1901	.....	$3 00	$4 00	$4 00	$10 00	$1,716 80
November	.....	1 50	4 00	4 00	10 00	1,044 94
December	.....	.....	3 83	4 00	10 00	1,721 95
January, 1902	.....	3 00	4 00	4 00	10 00	2,472 87
February	.....	3 00	4 00	4 00	10 00	1.681 48
March	.....	3 00	4 00	4 00	10 00	1,699 87
April	.....	1 00	4 00	4 00	4 00	1,122 42
May	.....	1 00	60	4 00	10 00	623 40
June	.....	3 00	4 00	4 00	10 00	1,356 90
July	.....	4 00	4 00	75	10 00	662 85
August	.....	4 00	4 00	4 00	10 00	657 13
September	.....	.....	4 00	4 00	10 00	2,486 15
October	.....	4 00	3 42	.....	.....	1,604 66
November	.....	.....	.....	.....	.....	840 78
December	.....	4 00	8 58	12 00	30 00	1,740 38
January, 1903	.....	4 00	4 00	4 00	10 00	899 72
February	.....	4 00	4 00	4 00	10 00	1,246 66
March	.....	4 00	4 00	3 41	10 00	450 33
April	.....	4 00	4 00	4 00	10 00	539 40
May	.....	4 00	4 00	4 00	10 00	951 94
June	.....	4 00	4 00	88	10 00	648 05
July	.....	1 00	.....	1 62	.....	527 27
August	$2 75	50	1 90	10 71	10 00	548 00
September	.....	.....	.....	.....	.....	408 61
Total	$2 75	$60 00	$82 33	$89 37	$214 00	$27,652 56

NECESSARY COST OF OUTFIT FOR ONE YEAR FOR A SENIOR BOY, WITH EXACT COST OF EACH ARTICLE USED TO MAKE THE GARMENTS.

NUMBER AND NAME OF ARTICLE.		
1 coat, winter, 1¾ yards, at $1.50	$2 63	
Edge stay	01	
Canvas	07	
Thread	02	
Buttons	02	
		$2 75
1 coat, summer, 3½ yards, at 31½ cents	$1 10	
Thread	02	
Buttons	02	
		1 14
2 trousers, winter, 1¼ yards, at $1.50	$1 88	
Thread	02	
Buttons	03	
	$1 93	3 86
1 trousers, summer, 2½ yards, at 31½ cents	$0 79	
Thread	02	
Buttons	03	
Drilling	04	
		88
4 shirts, outer, 3¼ yards, at 8 cents	$0 26	
Thread	02	
Buttons	01	
	$0 29	1 16
4 drawers, under	$0 39	
4 shirts, under, at $4.60 per dozen garment	38	
	$0 77	3 08
6 pairs socks, at 6¼ cents		38
1 cap, winter, 1-12 yard, at $1.50	$0 13	
Findings	06	
		19
1 cap, summer, 1-6 yard, at 31½ cents	$0 05	
Findings	06	
		11
3 pairs shoes, at $1.50 per pair		4 50
6 laces, at 60 cents per gross		06
6 collars, at $1.50 per dozen		38
2 ties, at $1.75 per dozen	$0 14½	29
6 handkerchiefs, at 60 cents per dozen	05	30
1 belt		25
2 pairs suspenders, at $1.50 per dozen		25
2 pairs hose supporters	10	2
2 shirts, night, 4 yards, at 6 cents	$0 24	
Thread	02	
Buttons	01	
		27
Total		$30 17

OUTFIT FOR A PRIMARY BOY, WITH EXACT COST OF EACH ARTICLE USED TO MAKE THE GARMENTS.

NUMBER AND NAME OF ARTICLE.		
1 blouse, winter, 1¼ yards, at $1.50	$1 88	
Thread	02	
Buttons	02	
		$1 92
2 trousers, winter, ⅝ yard, at $1.50	$1 13	
Thread	02	
Buttons	01	
	$1 16	2 32
1 trousers, summer, 1½ yards, at 31½ cents	$0 47	
Thread	02	
Buttons	01	
4 shirts, outer, 2½ yards, at 13 cents	$0 33	5
Thread	01	
Buttons	01	
	$0 35	1 40
4 shirts, under, at $4.60 per dozen	$0 38	1 52
4 drawers, under, at $4.60 per dozen	38	1 52
6 pairs stock'ngs, at $1.40 per dozen	12	72
1 cap, winter, ¼ yard, at $1.50	37	
Thread	01	
		38
1 cap, summer, ½ yard, at 31½ cents	$0 16	
Thread	01	
		17
3 pairs shoes, at $1.50, including repairs		4 50
6 pairs laces		02
2 ties	$0 10	20
6 handkerchiefs, at 60 cents per dozen		30
1 belt		25
2 pairs stocking garters	06	12
2 shirts, night, 4 yards, at 6 cents	$0 24	
Thread	02	
Buttons	01	
		27
Total		$16 11

OUTFIT FOR A GIRL INMATE, WITH EXACT COST OF EACH ARTICLE USED TO MAKE THE GARMENTS.

NUMBER AND NAME OF ARTICLE.		
3 dresses, summer, 7¼ yards, at 14 cents	$1 01½	
2½ spool cotton	01¾	
1 dozen buttons	07	
	$1 10	$3 30
2 dresses, winter, 7½ yards, at 9 cents	$0 67½	
½ spool cotton	01¾	
1 dozen buttons	12½	
	$0 82	1 64

NUMBER AND NAME OF ARTICLE.		
1 hat winter, at $7 per dozen	$0 58	
Elastic	01	
		$0 59
1 hat, summer, at $6 per dozen	$0 50	
Elastic	01	
		51
1 cape, 1½ yards, at $1.37½	$2 06¼	
½ spool cotton	01¾	
2 hooks and eyes	01	
		2 09
2 petticoats, summer, 3 yards, at 15 cents	$0 45	
¼ spool cotton	01	
1 button	00½	
	$0 46½	93
2 petticoats, winter, 3 yards, at 15 cents	$0 45	
¼ spool cotton	01	
1 button	00½	
	$0 46½	93
2 dresses, night, 5 yards, at 7¾ cents	$0 38	
⅓ spool cotton	01½	
3 buttons	01½	
	$0 41	82
3 pairs drawers, muslin, 2 yards, at 6 cents	$0 12	
⅛ spool cotton	00½	
1 button	00½	
	$0 13	39
2 pairs drawers, winter, at $4.60 per dozen		76
3 vests, summer, at $2.25 per dozen		56
2 vests, winter, at $4.60 per dozen		76
6 pairs stockings, at $1.15 per dozen		57
3 pairs shoes, at $1.50 per pair		4 50
6 handkerchiefs, ¼ yard, at 12 cents	$0 03	
4 yards cotton	00¼	
	$0 03¼	20
2 pairs stocking supports, 1½ yards, at $4.50 per gross		
Cotton, ¾ yard		05
6 pairs laces, at 60 cents per gross		06
Hair ribbon, 4½ yards, at 75 cents per dozen yards		28
Belt		25
2 aprons, white, 2 yards, at 7¾ cents	$0 15½	
10 yards cotton	00¾	
2 buttons	01¼	
	$0 17½	35
4 aprons, gingham, 2 yards, at 6 cents	$0 12	
10 yards cotton	00¾	
4 buttons	01½	
	$0 14¼	57
3 waists, under, at 75 cents		2 25
Birdseye, 5 yards, at 6 cents	$0 30	
Cotton	00¼	
		30
Total		$22 08

OUTFIT FOR A PAROLED BOY, WITH EXACT COST OF EACH ARTICLE USED TO MAKE THE GARMENTS.

NUMBER AND NAME OF ARTICLE.		
1 coat, 1⅞ yards, at $1	$1 87	
1 yard lining, body	13	
¾ yard lining, sleeve	10	
¾ yard canvas	10	
¼ yard silesia	02	
3 yards edge stay	02	
Buttons	01	
1¼ spool thread	03	
		$2 23
1 vest, ⅝ yard, at $1	$0 37	
¾ yard lining	10	
¼ yard back lining	04	
⅛ yard pockets	01	
5 buttons	01	
½ spool thread	01	
		54
1 pair trousers, 1¼ yards, at $1	$1 25	
⅛ yard drilling	04	
Lining	01	
Rubber tissue	01	
Buttons	03	
Thread	02	
		1 36
1 overcoat, complete		5 00
1 shirt, under		38
1 drawers, under		38
1 shirt, white, at $6 per dozen		50
1 collar, at $1.05 per dozen		09
1 tie		15
1 pair suspenders		13
1 pair socks		07
1 hat		45
4 collar buttons		01
1 handkerchief, white		10
1 pair gloves		25
1 pair hose supporters		10
1 pair shoes		1 50
		$13 29

WINTER OUTFIT FOR A PAROLED GIRL, WITH EXACT COST OF EACH ARTICLE USED TO MAKE THE GARMENTS.

NUMBER AND NAME OF ARTICLE.		
1 dress, 5 yards, at 65 cents	$3 25	
2½ yards silesia	31	
5 yards cambric, at 5 cents	25	
Thread	09	
Hooks and eyes	05	
Buttons	10	
		$4 05

NUMBER AND NAME OF ARTICLE.		
1 coat (complete)		$4 00
1 hat		1 00
2 petticoats, 3 yards, at 15 cents	$0 45	
Thread	02	
Buttons	01	
	$0 48	96
1 vest, under, at $4.60 per dozen		38
1 drawers, under, at $4.60 per dozen		38
1 waist, under		75
1 pair stockings		10
1 pair shoes		1 50
1 pair garters		10
1 pair gloves		75
1 belt		25
1 collar		10
2 yards ribbon, at 6 cents		12
1 handkerchief, white		10
		$14 54

SUMMER OUTFIT FOR A PAROLED GIRL, WITH EXACT COST OF EACH ARTICLE USED TO MAKE THE GARMENTS.

NUMBER AND NAME OF ARTICLE.		
1 dress, 7¼ yards, at 14 cents	$1 02	
Thread	10	
Buttons	10	
		$1 22
1 hat		1 00
2 petticoats, 3 yards, at 15 cents	$0 45	
Thread	01	
Buttons	01	
	$0 47	94
1 vest, under, at $2.25 per dozen		19
1 drawers, under, 2 yards, at 6 cents		12
1 waist, under		75
1 pair stockings		10
1 pair shoes		1 50
1 pair garters		10
1 handkerchief, white		10
1 belt		25
1 collar		10
2 yards ribbon, at 6 cents		12
		$6 49

MEETINGS OF BOARD OF MANAGERS, SOCIETY FOR REFORMATION OF JUVENILE DELINQUENTS.

Total number of meetings since October 1, 1899	51
Number of meetings since October 1, 1899, having quorum	33
Number of meetings since October 1, 1899, without quorum	18
Number having only 1 manager present	1
Number having only 2 managers present	1
Number having only 3 managers present	2
Number having only 4 managers present	1
Number having only 5 managers present	7
Number having only 6 managers present	1
Number having only 7 managers present	2
Number having only 8 managers present	3
Total meetings without quorum	18
Number of meetings having 9 members present	5
Number of meetings having 10 members present	4
Number of meetings having 11 members present	8
Number of meetings having 12 members present	1
Number of meetings having 13 members present	6
Number of meetings having 14 members present	5
Number of meetings having 15 members present	2
Number of meetings having 16 members present	2
Total meetings with quorum present	33

RECIPES

FOR

INSTITUTION USE

BY

KATHARINE BEMENT DAVIS, PH. D., SUPERINTENDENT, NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD, N. Y.

APRIL, 1904.

Recipes for Institution Use to Serve Thirty Persons.

PREFACE.

The question of proper foods for inmates of institutions is one of the most important which has to be met by institution officers. The inmates are often run down physically upon their entrance and need to be built up. It is a common experience that where persons in confinement are well fed, it is possible to secure better discipline and better results in both mental and industrial work.

In the New York State charitable institutions a certain ration is allowed by the fiscal supervisor's department. The effort is to furnish a maximum of nutrition at a minimum of cost. Much, however, depends upon the proper management of the supplies furnished by the State. Where the cottage system is used there will be several independent families with entirely distinct housekeeping; here much depends upon the good judgment and management of the officer in charge. Often these officers, when they come to an institution, have had no previous experience in managing supplies for large families; they have not been accustomed to economize in the use of butter, eggs, milk and sugar, the luxuries of an institution diet, and do not know how to cook in an appetizing way without these.

It has occurred to us that it would be a great help to inexperienced matrons if a pamphlet could be put into their hands giving definite information as to the quantity of supplies allowed, some hints as to their management, some suggestions as to possible bills of fare, and some carefully considered recipes which had been found satisfactory in practice. This little pamphlet is the result of some experimental work done at the State Reformatory for Women at Bedford, during the last three years. The recipes

have been worked out, for the most part, by Miss Maude Rhodes and Miss Mary C. Van Duzer, who have been teachers of cooking at the institution. They have all been tested in the kitchens of the various cottages and are in daily use there. Some recipes have been contributed to the collection by the officers of the cottages.

To these recipes is added a study of the dietary of two cottages for the months of January and February, 1904. The inmates of both these cottages are girls between fifteen and twenty-one years of age. The two officers of each cottage partake of the same fare at the same table and are counted in the ration allowance precisely as are the inmates. At the beginning of the month all the food supplies in the houses were carefully weighed, and what was left at the end of the month was also weighed. Accurate records, of course, were kept of all the supplies furnished to each cottage. Allowance was made for waste and the results have been worked out showing not only the per capita cost in each instance, but the amounts of proteids, fats and carbohydrates which were actually consumed.

The bills of fare for these two months are given, furnishing an illustration of what can be done toward making a varied menu from the supplies allowed by the State during two of the most difficult months of the year. We also print a bill of fare used in Huntington Cottage during the month of August, showing what can be done when fresh vegetables and fruit are to be obtained.

KATHARINE BEMENT DAVIS,
Superintendent.

STATE REFORMATORY FOR WOMEN, BEDFORD, N. Y., *April,* 1904.

SUGGESTIONS TO MATRONS.

To feed the inmates of an institution properly, it is important not only that food should be supplied in sufficient quantities to satisfy the appetite, but also that the food be of such character as to furnish the chemical elements required for repairing waste tissues, building up new tissues and furnishing the heat and

energy required by the human body. To accomplish this, care must be taken that the various food principles be supplied in the proportions which scientists have decided will best subserve these ends.

Authorities on food classify the food principles as proteids, fats and carbohydrates. The proteids are the compounds which contain nitrogen and these compounds are absolutely necessary to build up our muscular tissues. Proteids are found most abundantly in lean meat; in smaller proportions they occur in cereals, milk, cheese and eggs. The fats contain no nitrogen; they make up the fatty tissues of the body and are used to supply heat and energy. The carbohydrates belong to the classes chiefly known as starches and sugar. They contain no nitrogen; they can be converted into fatty tissue and are used to supply heat and energy.

Mr. W. O. Atwater the American authority on dietaries, tells us that for the American women at ordinary labor the daily ration, to be properly balanced, should contain about one hundred grams of proteid, one hundred grams of fat and three hundred and fifty grams of starch.

In endeavoring to prepare an institution dietary which shall conform to this standard the chief difficulty is in furnishing a sufficient amount of proteids and fats. As a rule the carbohydrates are the cheapest of the food materials, and the tendency is to use these in excess. A diet composed of too large a per cent of carbohydrates will result in flabby tissues, lack of endurance and probably in such troublesome ailments as indigestion and obstinate constipation. In order to avoid these it is necessary to pay very strict attention to the utilization of every particle of meat which is allowed in the ration. The same is true of the fats. In the ration allowed at present by the State of New York to some of its charitable institutions the tendency is to furnish a great excess of starchy foods. This is done, of course, in the interest of economy. It is only by strict attention to details that the ration at present allowed can be made to yield the proper nutritive elements in the required proportion.

As a result of three years study of dietaries at Bedford, we have found the following hints of value to the matrons of our cottages.

FIRST—PROTEIDS.

The ration allowance of meat is one-half pound per person per day, including officers and inmates. As meat is bought by the carcass there will be some unavoidable waste which has to be counted out. Beef is the staple meat, and stew meat is the form in which a good deal of it must be issued. Beef stew served day after day, no matter how well prepared, becomes monotonous and distasteful. With this in view and in order that there be no waste, it is desirable frequently to boil the meat and separate it carefully from the bones. The bones and the liquid in which the meat was boiled should then be further boiled, all fat carefully removed, and the remainder used for soup-stock. The meat can then be used in some of the forms of meat dishes described in the recipes.

To secure variety and also to come within the ration allowance, it is necessary and desirable to use salt codfish at least once a week. When fresh fish is to be had for the Friday dinner, the codfish can be used as codfish balls or on toast for supper. Salt pork can be used once a week and its advantages will be commented on under fats. Next to meat, dried beans and oatmeal will furnish us with most of our proteids. Baked pork and beans should be served at least once a week, and beans in some form oftener than once is desirable. An examination of the bill of fare for Lowell cottage for January will illustrate how the percentage of proteids can be raised by the liberal use of beans. This was a month when it was impossible to secure potatoes and beans were substituted. Oatmeal can be used not only as a cereal for breakfast, but also can be made into bread, cakes, and used as fried mush for supper. Corn meal is one of the cereals richest in proteids and should be used both as a breakfast cereal and for fried mush. To be digestible, corn meal mush should be cooked from four to five hours. Johnny cake is good if the matrons can be induced to make it without an undue allowance of eggs.

SECOND—FATS.

The management of the butter supply is most important. The present ration allowance, for the reformatory institutions at least, is three-quarters of an ounce per person per day. The butter should be used so far as possible in its natural state; that is, substitutes for butter should be used in cooking. Cooked butter does not give the same results, so far as its nutritive value is concerned. We are able to serve butter to the cottage girls for breakfast and supper, but in order to do this the week's allowance of butter is divided up by the matrons into seven equal portions and each day's portion made into small butter balls. It is important that every bit of fat which comes with the meat should be carefully tried out and kept for cooking purposes; this is used not only for frying, but to take the place of butter in many recipes. To raise the fats in the dietary, salt pork can be used at least once a week, and often during the cold weather can be used to advantage twice. It can be cooked not only in the form of pork stew but also fried with white sauce, and occasionally fried in batter.

THIRD—CARBOHYDRATES.

The starchy foods are usually found in excess in institution dietaries. Many inmates, especially those of foreign birth, prefer bread with coffee to any other food that can be offered them, and sometimes matrons unwisely allow them to follow their inclinations. Matrons should substitute graham flour, corn meal, rye or oatmeal in place of white bread whenever possible, as the variety and the coarser cereals help the general health of the inmates. Thorough cooking of cereals is most important. They had best be cooked the preceding day, *turned out* of the boiler until morning, then thoroughly heated.

The management of the sugar is also important. This is limited to two ounces per person per day. In our institution this can be exchanged for syrup or molasses in the proportion of one pound of sugar for one quart of molasses. This is a gain from the nutritive point of view, as a quart of molasses weighs about three pounds and contains about seventy per cent of sugar. Where

the sugar is issued once a week the matron in charge should put aside whatever is necessary for the sweetening of the tea and coffee. It is also desirable that a definite quantity should be reserved for use with the cereal for breakfast. The balance can be used for cooking.

The general tendency of institution dietaries is toward sameness from day to day. With some trouble and effort this can be avoided to a considerable extent, as is shown by the sample menus which follow.

Cheese can be used in various forms; simple puddings can be served, vegetables can be prepared as salads and various other devices employed to give that variety and palatability which scientists tell us have so much to do with good digestion.

Abbreviations.

c.=cup.	tbsp.=tablespoon.
pn.=pinch.	tsp.=teaspoon.
pt.=pint.	ssp.=saltspoon.
qt.=quart.	spk.=speck.

To secure satisfactory results with the recipes which follow, the cup should be the standard measuring cup of glass or tin which can be purchased at any house-furnishing store, and which is divided into equal parts. A cupful means a cup level full; a teaspoon or tablespoon means a spoon level full.

The quantities made by these recipes will serve from twenty-eight to thirty persons.

I.

BREADS AND CEREALS.

Bread; general suggestions.—Dough when light enough to bake should be double the size and bulk it was when set to rise and should be so aerated all through that when lifted in the pan the sense of weight will be scarcely perceptible.

Bread should be put to bake as soon as light, and the oven at the time the dough is put into it should be at a temperature of 375 degrees or hot enough to brown flour in two minutes and should be kept at the same temperature throughout the baking; at that

temperature rolls will bake in 20 or 25 minutes; ordinary sized loaves from 45 to 60 minutes.

A loaf of bread when perfectly baked should be a beautiful chestnut brown all over.

Bread should be turned from the pans as soon as taken from the oven and placed uncovered in such a position that all sides will be exposed to the air without allowing it to come in contact with anything which will give it an unpleasant taste.

When cold it should be put in a box or jar to which the air can have access and be kept in a cool closet.

No. 1.

3 qts. lukewarm water,	3 tbsp. salt,
3 tbsp. lard,	2 tbsp. sugar,

½ or 1 yeast cake.

Dissolve the yeast cake in a little water; put the water, melted lard, salt, sugar and yeast cake together; add sifted flour to make a stiff dough, beat well; take the stiff mixture on the bread board and knead well for twenty minutes. The next morning put in well greased pans; do not knead the loaves much, or put much flour on them. When they have raised twice the bulk bake one hour.

No. 2—Five Hour Bread.

3 qts. lukewarm water,	3 tbsp. salt,
4 tbsp. lard,	2 tbsp. sugar,

3 cakes compressed yeast.

Dissolve the yeast in 5 tbsp. cold water in a large bowl with the sugar and lard, pour over the lukewarm water and stir in flour enough to form a stiff dough that may be turned from the mixing bowl in a mass. Stir with a wooden spoon. Put dough on moulding board and knead well; add flour until it ceases to stick to the fingers or board; place in a well greased earthen bowl, brush surface lightly with melted drippings to keep it from crusting over, cover with towel; set to rise and let stand 3 hours at a temperature of 75 degrees; at the end of that time mould into

loaves, put into well-greased pans, brush again lightly with drippings, cover as before and set to rise 1 hour at same temperature; then bake. This recipe will make 18 medium sized loaves.

No. 3—Johnny Cake.

2 qts. flour,	1 qt. corn meal,
6 tbsp. baking powder,	2 tsp. salt,
½ c. sugar,	4 eggs,
1½ qt. milk or water,	1 c. fat.

Scald milk and water; while hot pour over meal and add white flour; when cool beat the eggs, add to mixture, then the melted fat. Bake in two dripping pans.

No. 4—Rye Bread.

3 qts. water,	3 tbsp. lard,
1 c. syrup,	3 tbsp. salt,

1 yeast cake.

Make a thick dough with half rye and half white flour. The next morning put in ¼ c. carraway seeds; put in pans with a spoon.

No. 5—Graham Bread.

4 qts. graham flour,	2 qts. white flour,
3 tbsp. salt,	3 tbsp. lard,
2 c. molasses or syrup,	½ or 1 yeast cake.

Dissolve the yeast in warm water, melt the lard in 2 qts. warm water, add the syrup and mix the water, yeast and molasses with the graham and white flour. Add enough more water to make a stiff dough. The next morning put it in pans with a spoon; bake as white bread.

No. 6—Steamed Brown Bread.

9 c. rye flour,	5 c. corn meal,
2 tbsp. baking powder,	2 tsp. salt,
2 tsp. soda,	1 qt. milk,
2 c. molasses or syrup,	1 qt. water,

1 c. raisins or currants.

Put all the dry ingredients together. Add the milk, water and molasses. Put in a well-greased pail and cover tightly. A cloth under the cover is a good thing to tighten the lid. Put in a kettle, cover and steam 6 hours. Take the cover off the pail and bake 1 hour. Can leave the raisins out if preferred.

No. 7—Oatmeal Bread.

3 qts. water,	4 tbsp. lard,
3 tbsp. salt,	1 c. molasses,
2 c. cooked oatmeal,	1 yeast cake.

This bread is not kneaded. After second raising dip from pan into bread tins with a spoon. Fill pans about half full.

No. 8—Baking Powder Biscuit.

4 qts. flour,	3 tbsp. salt,
6 tbsp. baking powder,	1 c. fat,

milk or water.

Mix the fat with the flour, salt and baking powder, lightly with the fingers. Do not mix thoroughly. Add the milk or water, a little at a time, stirring as little as possible. Moisten the mixture just enough to make it stick together, roll out and bake. For meat pie and short cake use 1½ c. fat.

No. 9—French Rolls.

Divide a piece of bread dough (large enough for a small loaf of bread) into 12 pieces. With the finger tips knead each piece into a ball, then roll under the palms of hands on moulding board until each is 5 or 6 inches long, rolling upon ends only at the last so as to make them smaller and pointed. Place two of these rolls together and lift the end of each roll upon the other and pinch together; then put in a flat, broad pan to rise, and brush over with melted drippings. Leave one inch space between rolls so the crust of each may be perfect. Let rise for 1 hour; bake in pan in which they were put to rise.

No. 10—Muffins.

2 tbsp. salt,	3 qts. flour,
8 tsp. baking powder,	6 c. milk,
1 c. melted lard,	4 eggs,

6 tbsp. sugar.

The eggs can be left out. Mix the dry ingredients, add the milk and eggs if used, last the melted lard. Bake in muffin tins. This makes 5 dozen.

No. 11—German Toast.

4 eggs,	1½ tsp. salt,
5 tbsp. sugar,	2½ c. milk,

sliced stale bread.

Beat the eggs slightly, add salt, sugar and milk; strain in a shallow dish. Soak the bread in this mixture until soft and cook on a hot well-greased griddle and serve.

No. 12—Bread Griddle Cakes.

1½ qt. sour milk or buttermilk,	3 eggs,
2 c. bread crumbs,	1 c. flour,
1 tsp. salt,	2 tsp. soda.

Soak crumbs in sour milk till soft; beat and mash until smooth; beat the eggs till light, add crumbs and milk; beat all together thoroughly and bake at once on a hot, greased griddle.

No. 13—Corn Meal Mush.

1 qt. corn meal,	2 tbsp. salt,

6 qts. boiling water.

Add the corn meal slowly to the boiling water, stirring constantly, then put in double boiler and cook five or six hours. For frying, add one cup of flour with the corn meal.

No. 14—Oatmeal.

2 qts. oatmeal,	6 qts. water,

2 tbsp. salt.

Add the oatmeal to the boiling water; let boil 5 minutes, directly over the fire. Then put in double boiler and cook from 2 to 4 hours, boiling constantly. Do not stir after it has boiled 5 minutes as this makes it pasty.

No. 15—Graham Mush.

2 qts. graham flour, 6 qts. water,
2 tbsp. salt.

Cook as oatmeal.

No. 16—Hominy.

1 qt. hominy, 6 qts. water,
2 tbsp. salt.

Cook as oatmeal.

II.

MEATS.

No. 17—Beef Loaf for Stew Meat.

Cook the meat. A small piece of salt pork cooked and added is good. Chop. Take equal parts of bread crumbs, season with salt and pepper, one onion chopped, add about one quart of gravy, 2 tbsp. summer savory, steeped in 1 c. hot water, strain the water in the loaf, do not use the leaves. Add egg slightly beaten. Put in four well greased bread tins. Bake one hour. Before serving it is better to put in the oven and warm. This is improved if the meat is browned in its own marrow or in pork before chopping.

No. 18—Scalloped Beef or Mutton.

Take bread crumbs and sprinkle over the bottom of a well greased bread or baking dish, next a layer of cooked meat cut in small pieces; do not chop fine; season with salt and pepper, put in another layer of bread crumbs and another layer of meat and season. Pour over gravy. Then for the top layer of crumbs, take 4 level tbsp. fat (suet or pork), melt, put in the crumbs and stir. Then put on the top of baking dish, bake one hour, covered; then take the cover off and bake ½ hour to brown the crumbs.

No. 19—Corned Beef or Beef Hash.

Chop the meat fine and season with salt and pepper, and an onion grated in. Mix with equal amount of mashed potatoes. Add some gravy or water, and bake in a dripping pan one hour.

No. 20—Meat Cakes.

Chop cooked beef; add half the amount of bread or cracker crumbs. Season with salt and pepper; moisten with a little gravy, and add three eggs. Make into cakes and fry.

No. 21—Beef Stew.

Cook meat adding onions and potatoes one hour before serving, then just before serving thicken the broth, using ½ cup flour to 1 qt. broth.

No. 22—Baked Hash.

Make a gravy of milk and water, put in the meat, then put in a baking dish and cover with bread or cracker crumbs, which have been soaked in melted fat. Bake one hour.

No. 23—Hashed Meat on Toast.

Cut the cooked meat in pieces not so very small, put in gravy, or a gravy made of 1 qt. milk and 1 qt. water thickened with 1 c. flour. Make toast. Pour over the meat and gravy; this makes a small amount of meat go much farther.

No. 24—Brown Soup Stock.

8 lbs. shin of beef,	8 qts. water,
1 tsp. pepper corns,	1 tbsp. of thyme and marjoram,
3 or 4 sprigs parsley,	1 bay leaf,
9 cloves,	

1 onion.

Wipe beef and cut the lean meat in one-inch pieces. Brown ⅓ of meat in hot frying pan in marrow from marrow bone. Put remaining ⅔ in soup kettle with cold water, place on part of range where it will heat slowly. Add browned meat and heat slowly

to a boiling point, cover and cook slowly 6 hours. Add seasoning and vegetables if desired, cook 1 hour, strain and cool as quickly as possible.

No. 25—Meat Pie.

Chop the cold meat left from brown soup stock after removing fat and gristle, put in baking dish and pour a little thickened gravy made from soup stock over it. Cover with a soft dough, made by sifting together 1½ pt. flour, 2½ tsp. baking powder, ½ tsp. salt, and adding enough milk to make a soft dough. Bake till brown in a hot oven.

No. 26—Fresh Tongue.

Wash the tongue thoroughly, put in boiling water and cook slowly 2 hours or until tender. Take the tongue from water and remove the skin and roots. Slice in thin slices.

To pickle tongue—Make a layer of sliced tongue, then a layer of onions, sliced thin. Cover with weak vinegar, salt and pepper. This makes a nice relish.

No. 27—Heart (Beef).

Sprinkle with flour, salt and pepper and braise. Put in a covered pan in a cup of water, cook slowly or until tender, basting. It can be eaten sliced or pickled like the tongue, with onions.

Calf's heart should be braised and cooked in the oven. Make a bread dressing according to the recipe given, stuff the heart and put the rest in a dripping pan to bake by itself. After the heart is cooked make a flour gravy—4 tbsp. dripping, ½ c. flour, 1 qt. water.

No. 28—Cassarole of Rice and Mutton.

Cook the mutton (stew meat is used), when tender remove bone, gristle and most of the fat. Chop fine, add 1 onion and season with salt and pepper. Moisten with mutton broth thickened (½ c. flour to 1 c. broth). Have 1 qt. rice cooked in 4 qts. water, 1 tbsp. salt; when cool line a mould with rice and fill with meat.

No. 29—Hunter's Pie.

Chop cold pieces of lean meat, left from any kind of meat; then season with salt, pepper and a little chopped or grated onion. Take cold mashed potatoes into which beat 3 eggs; put chopped meat into baking pan, spreading potatoes over top and brown nicely in oven.

No. 30—Bacon and Liver.

Slice the bacon, line a dripping pan with it; cover thinly with chopped onions; pour boiling water over sliced liver; drain and dredge the top with salt, flour and pepper, add to the bacon. Put on the top of the stove and cook ½ hour. This is to fry out the fat of the bacon. Then add one cup of water, cover the pan and cook in the oven one hour. Take off the cover and cook ½ hour, basting often. Two dripping pans serve twenty-eight.

No. 31—Fried Bacon and Liver.

Fry the bacon. Slice the liver, put it in boiling water and let it stand five minutes. If it is beef liver, pour off the first water, and put in boiling water again, letting stand five minutes. This takes away the strong taste. Fry the liver in the bacon fat.

No. 32—Baked Fish.

Slice bacon and put in the bottom of a dripping pan, put fish in, lay on strips of salt pork, dredge with salt, pepper and flour, ½ c. water. Add more water if necessary and bake about 1 hour or until fish is tender.

No. 33—Salmon Scollop.

2 or 3 cans salmon,	bread crumbs,
3 qts. milk,	1 tbsp. salt,
1½ c. flour,	pepper.

Take the bones out of the salmon. Grease a baking dish, put in a layer of bread crumbs, a layer of salmon, and pour over the white sauce. Then put crumbs over the top. For the top layer melt 2 tbsp. salt pork fat or drippings, mix with crumbs; this makes the top crispy and brown.

No. 34—Creamed Salmon.

2 cans salmon, 1 tbsp. salt,
3 qts. milk or half milk and half water.
Thicken with 1½ c. flour.

No. 35—Salmon Loaf.

2 c. salmon, ½ tsp. pepper,
3 c. bread crumbs 2 tsp. salt,
2 c. water thickened with 4 tbsp. flour.
2 eggs.

Mix all together; bake one hour in bread tins (greased). Sauce is made with 1 pt. milk thickened with 5 tbsp. flour, ½ tsp. salt and pepper.

No. 36—Codfish (salt).

3 lbs. shredded codfish, 3 eggs,
2½ c. flour, 2½ qts. milk,
2½ qts. water.

Put the shredded codfish in cold water and let it come to the boiling point; drain. Put the milk and water on in the double boiler; when it is hot thicken with 2½ c. flour, mixed with enough water so it will pour. Let it cook in the boiler ½ hour, then add the codfish; season with pepper and a little salt if needed. Beat the eggs; just before serving add them to the codfish gravy. Put some of the hot gravy on the eggs and stir, then pour it into the gravy and serve at once, or it will curdle.

No. 37—Codfish Cakes.

Shred 3 lbs. freshened codfish very fine. Peel and cut in dice 2 qts. potatoes; boil together until potatoes are tender, drain water and mash with potato masher. Add three beaten eggs. Drop with a spoon into deep fat or make into cakes and fry. Deep fat is preferable when it can be had.

No. 38—Crisped Salt Pork or Bacon and Gravy.

3 qts. water, 3 c. flour,
3 qts. milk.

Crisp the pork (3 lbs. is enough); when fat fries out pour it out of the frying pan; this will keep the pork or bacon crisp and dry. Make the gravy by adding 1 c. of the fat, when hot; add the flour and mix. Add the hot milk and water a little at a time. Stir smooth each time. When the gravy is made put in the double boiler, add enough of the brown salty fat to make the gravy salt enough. Just before serving add the crisped pork.

No. 39—Bacon or Salt Pork rolled in Cracker Crumbs.

Take thin slices of pork or bacon rolled in cracker crumbs, dip in egg beaten (use 2 tbsp. water to each beaten egg); then roll again in cracker crumbs. Fry slowly to a nice brown; be careful to fry long enough to get the pork cooked.

No. 40—Pork Stew.

4 lbs. salt pork cut in small dice, put in a kettle and let brown, add

8 qts. water, boiling,	12 large onions,
30 medium-size potatoes,	8 turnips,
1 small head of cabbage,	1 c. flour.

Cut vegetables in small pieces, and when thoroughly cooked thicken with the flour.

No. 41—Bread Dressing (to serve with meat).

Crumb bread, add 2 qts. boiling water, several onions cut up according to taste, salt and pepper, and 2 tbsp. summer savory steeped in 1 c. boiling water. It is good to add 3 eggs; bake 1 hour.

III.

VEGETABLES.

General rules for cooking vegetables:

Potatoes: Scrub and pare when necessary.

Carrots: Scrub and trim off the thin outer surface.

Cabbage: Trim and soak top down to draw out any insect.

Turnips: Wash and pare the turnips thickly.

Wilted vegetables may be freshened by soaking in cold water.

Onions, cabbage and turnips should be cooked without cover.

Dried beans and peas should be soaked over night, water drained, and beans or peas parboiled. When outside skin begins to wrinkle add pinch of soda; drain this water; beans or peas are then ready to bake or use otherwise. Beans should be baked five to six hours with moderate heat.

No. 42—Vegetable Soup.

2 c. each of carrots, turnips and onions, chopped fine.

1 can tomatoes,	2 tbsp. minced parsley,
12 c. beef stock,	4 c. water.

Cook vegetables until soft in a small amount of water and add to the stock; add the tomatoes and parsley, let simmer 30 minutes, season to taste and serve.

No. 43—Potato Soup.

20 potatoes, medium size,	3 qts. milk,
3 qts. water,	1 onion, sliced,
2 tbsp. salt,	½ tsp. pepper,
8 tbsp. flour,	8 tbsp. drippings.

Boil potatoes and mash after draining and drying; heat milk and water in double boiler; put onion into it, and when the milk is scalded pour over the potatoes and mix well. Strain into the double boiler. Melt the drippings in a sauce pan and put into it flour, stir well and thin the mixture with a little of the soup, adding it gradually and stirring all the time, let it boil 5 minutes, then put into the soup and mix thoroughly. Add seasoning, and when it has cooked 2 or 3 minutes more serve with croutons.

No. 44—Split Pea Soup.

2 qts. split peas,	8 qts. water,
2 onions,	1 ham bone.

Cook all till soft; strain through a coarse seive.

No. 45—Lentil Soup.

3 qts. lentils,	8 qts. water,
1 ham bone,	1 onion cut in small pieces.

Cook all about 2 hours or until tender; for a soup strain through a coarse seive.

No. 46—Bean Soup.

Boil two quarts beans with a piece of salt pork and an onion till tender. Mash all through a coarse seive. Baked beans cooked up with water, and an onion added, make a good soup.

SALADS.

No. 47—Potato Salad.

Cut potatoes in dice, add ¼ the amount of sliced onions, mix with the following salad dressing.

No. 48—Salad Dressing.

3 eggs,	3 tbsp. sugar,
1 tsp. pepper,	1 tbsp. salt.
2 tbsp. fat,	3 c. flour.

2 tbsp. mustard mixed with 1½ c. vinegar or 1½ c. water. Stir all together and cook until thickened.

No. 49—Cabbage Salad.

Slice cabbage fine, or chop; add 1 onion grated and mix with the dressing.

No. 50—Beet Salad.

Cold beets cut in dice and mixed with salad dressing; hard boiled eggs sliced are good served with beet or potato salad.

No. 51—Egg Salad.

Eggs sliced or cut in halves put on lettuce leaves; put 1 tsp. of dressing on each one.

No. 52—Russian Salad.

3 c. each of carrots and turnips cut in dice.

2 c. green beans and peas mixed.

1 qt. potatoes cut in dice.

Mix each vegetable with cream dressing; arrange in four sections on a dish in a bed of lettuce.

No. 53—Tomato Jelly.

1 can tomatoes,	1 qt. water,
1 small onion, grated,	1 tbsp. sugar,
1 tbsp. salt,	Pepper,

1 pkge. gelatine.

Dissolve the gelatine in part of water; heat the tomatoes, pour them and balance of water over gelatine; add sugar, salt and onion. Strain. When cold serve by putting 1 tbsp. on lettuce leaves; put a spoonful of dressing on each portion.

No. 54—Stuffed Tomatoes.

⅓ c. bread crumbs to each tomato. Have crumbs very fine. Grate. 1 tsp. onion juice, salt and pepper. Take the top of the tomato off. Scoop out part of the inside, put in the stuffing and as much of the tomato as possible. Put on the cover and bake one hour. The tomato skin must be left on.

No. 55—Stuffed Tomatoes with Meat.

Chop some left-over meat, scoop out the inside of a ripe tomato. Mix with the meat, salt and pepper; serve with salad dressing.

No. 56—Oak Hill Potatoes.

Cut cooked potatoes in dice or slices; grease a baking dish, make one layer of potatoes, season with salt and pepper, a layer of hard boiled eggs sliced, a layer of potatoes, etc. Pour over a white sauce (2 qts. water thickened with 1 c. flour, 1 tbsp. salt and pepper; the liquid may be half milk and water) cover the top with bread crumbs which have been soaked in a small amount of fat, 2 c. crumbs to 1 tbsp. fat.

No. 57—Potato Croquettes.

1 qt. hot mashed potatoes,	Few drops of onion juice,
1 ssp. white and cayenne pepper,	4 tbsp. butter,
	Yolks 2 eggs.

Mix all but eggs until slightly cooled; add yolks of eggs and beat again, 1 tbsp. parsley, shape and roll in crumbs, then in

egg, to which 1 tbsp. water has been added, more crumbs and fry in hot fat.

No. 58—Butter or String Beans.

Put on and cook until very tender; cook in salt pork. Take the cover off and let stew down to make a rich gravy, or put in ham or salt pork fat and let stew down. Put vinegar on the left over beans and serve pickled. They make a good salad mixed with beets, potatoes and other cold vegetables.

No. 59—Croutons.

Take dry, stale bread, cut in slices ¼ inch thick, spread each side thinly with butter; cut in cubes, place in dripping pan and brown each side carefully. Serve with soup.

IV.

PUDDINGS.

No. 60—Cottage Pudding.

½ c. shortening (lard and butter),	3 tsp. baking powder,
2 c. sugar,	2 eggs,
	3½ c. flour,
1¼ c. milk.	

Bake in cake pans about 35 minutes. Serve with liquid sauce.

No. 61—Steamed Graham Pudding, No. 1.

4 c. sifted graham flour,	1¾ c. sour milk,
1½ c. seeded raisins,	2 c. molasses,
2 tsp. soda,	2 tsp. salt.

Mix dry ingredients together and add raisins, then the molasses and milk; steam in buttered molds 3 hours.

No. 62—Steamed Graham Pudding, No. 2.

3 c. molasses,	3 c. milk,
6 c. graham flour,	3 eggs,
1 tsp. all kinds spice,	1 tsp. salt,
3 c. chopped fruit,	3 tsp. soda.

Dissolve soda after mixture is ready and put in last. Steam 5 hours.

No. 63—Cornstarch Blanc Mange.

2½ qts. milk,	1½ c. sugar,
12 tbsp. cornstarch,	Pinch salt,
4 eggs,	2 tsp. vanilla.

This can be made without eggs. Prune sauce made with considerable liquor is an excellent addition to this dessert in place of any other sauce; if this is to be used the eggs can be left out and less sugar used.

No. 64—Chocolate Blanc Mange.

4 sq. chocolate,	4 c. hot milk,
2 c. sugar,	¾ c. corn starch,

6 tbsp. cold water.

Cook the chocolate shaved or grated with ½ the sugar and ½ the milk until thick, add remaining milk and sugar; heat to boiling and add the corn starch wet with the cold water. Cook over water 30 to 40 minutes. Mould and serve with sugar and cream.

No. 65—Poor Man's Pudding.

2 c. rice,	2½ qts. water,
2½ qts. milk,	2 tsp. salt,
1 c. sugar,	nutmeg.

Put the rice, water, milk and salt on very early in the double boiler. Cook until it gets creamy, then add the sugar. Before serving, grate nutmeg over the top.

No. 66—Bread Pudding.

4 qts. bread crumbs,	6 eggs,
¾ c. sugar,	1 tsp. salt,
1 tbsp. vanilla,	1 c. raisins,

6 qts. milk, or milk and water.

Make the same as chocolate bread pudding, leaving out the chocolate, and putting in the raisins.

No. 67—Baked Indian Pudding.

Stir into 2 c. of corn meal 1 tsp. salt, pour on the salted meal 4 c. boiling water and beat until free from lumps. Have ready, heated in a double boiler ten c. milk; into this stir the scalded meal. Boil 1 hour. Whip six eggs very light; into them put 1 c. molasses, 2 tbsp. melted butter, a little cinnamon and nutmeg; remove the meal from the fire and add it very slowly to the egg mixture, beating steadily. Turn all into a deep greased pudding dish and bake, covered, for nearly 1 hour in a slow oven; then uncover and brown. Eat with hard sauce or soft sauce flavored with lemon.

No. 68—Apricot Pudding.

1 pkge. gelatin,
1 c. sugar,
whites of 5 eggs,
1 qt. water,
3 c. cooked apricots.

Soak the gelatin ½ hour in 1 qt. of the water, add 2 qts. more of boiling water and sugar, strain. When cool beat the whites of eggs. Add the apricots, and beat in the gelatin until it is thick and spongy. Putting ice around it hastens the thickening.

No. 69—Chocolate Bread Pudding.

3 qts. stale bread crumbs,
4 sqs. melted chocolate,
6 eggs; save out three whites for sauce,
4 qts. hot milk or ½ milk and ½ water.
1 tsp. salt,
1½ c. sugar,
1 tbsp. vanilla.

After the bread and hot milk have stood ½ hour, add the melted chocolate, sugar and beaten eggs. Put in a baking dish and bake 1 hour. Stir from the sides of the pan.

No. 70—Brown Betty.

1 qt. moistened bread crumbs,
2 qts. chopped sour apples,
2 c. sugar,
1 tbsp. cinnamon,
4 tbsp. butter or suet.

Arrange apples and bread in layers in a buttered pudding dish, beginning and ending with the bread crumbs, seasoning each layer with sugar and spices and spreading the fat over the top. Cover

and bake in a hot oven until apples are tender, then uncover and allow the top to brown.

No. 71—Apple Tapioca Pudding.

Soak 3 c. tapioca over night; in the morning add 3 qts. water, 1 c. sugar and 2 c. apples; cook until transparent and then bake in oven until browned on top. Salt and flavor with nutmeg while in double boiler. If cooked apples are used they should be stirred in just before placing in oven to brown.

No. 72—Tapioca Custard.

Put ¾ lb. pearl tapioca in double boiler after soaking 2 hours in cold water, cook with 8 c. scalded milk, then add ¾ c. sugar, beat yolks of 5 eggs until light, pour hot mixture on the eggs slowly, return to boiler and cook till thickened, take from fire and fold in the beaten whites of 5 eggs; flavor with vanilla. Serve cold.

No. 73—Caramel Custard.

Put 1 c. sugar in granite saucepan, stir constantly over hot part of range until melted to a light brown syrup. Scald 2½ qts. milk, add gradually to syrup until mixture is melted, add all slowly to 6 well-beaten eggs and 1 tsp. salt, 1 tbsp. vanilla. Put in buttered baking dish and bake in oven in a pan of hot water same as custard. Serve with caramel sauce.

No. 74—Chocolate Custard.

Melt 6 sqs. Baker's chocolate in double boiler and add 2 c. sugar and gradually 4 qts. scalded milk or milk and water. Stir in gradually 1 c. cornstarch wet with a little cold water. Cook over hot water for 20 minutes.

V.

SAUCES.

No. 75—Sauce for Cottage Pudding, No. 1.

Save out the whites of three eggs, make a sauce of 1 c. sugar, ½ c. boiling water, cook sugar and water to a syrup. Beat the eggs, pour the syrup on gradually, stirring constantly. This sauce should be soft.

No. 76—Sauce for Cottage Pudding, No. 2.

1 qt. boiling water, 1 c. sugar,
4 tbsp. corn starch.

Mix the cornstarch and sugar, pour on the boiling water; let cook 20 minutes or more; before serving add 2 tbsp. vinegar or 1 tbsp. of vanilla. ½ c. apricots added is good.

No. 77—Caramel Sauce.

Melt 3 c. sugar, same as for caramel, add to it 3 c. boiling water, simmer slowly 10 to 15 minutes. Serve cold.

No. 78—Liquid Sauce.

Mix 2 tbsp. flour with 2 c. sugar, 2 c. boiling water, simmer 5 minutes, add 1 tbsp. lemon juice and grated rind; pour this mixture over 2 well beaten eggs, put on stove in double boiler and heat till of a creamy mixture.

No. 79—Good Soft Sauce.

2 heaping tbsp. butter or fat, ¾ c. flour,
1 c. sugar, 2 qts. boiling water.

Mix the flour with cold water until smooth, then add it to the boiling mixture, stirring while adding the flour. Flavor with nutmeg or vanilla. Prune liquor is a good flavor.

No. 80—Sugar Syrup.

2 c. granulated and 2 c. light brown sugar,
1½ c. water,
Boil together for 15 to 20 minutes.

No. 81—White Sauce for Meat and Vegetables.

1 qt. milk, 1 tsp. salt,
4 tsp. baking powder, 2 spk. pepper.
4 tbsp. butter.

Melt the butter in a saucepan, when melted add flour and seasoning, stirring constantly; add milk (cold) and boil till thick, stirring constantly.

VI.

CAKE.

For all cake in which butter or fat is used cream butter and sugar first; add eggs, alternate milk and flour.

No. 82—Plain Cake, No. 1.

4 tbsp. butter,	2 eggs,
2 c. sugar,	4 c. flour,
4 tsp. baking powder,	2 tsp. vanilla.

No. 83—Soft Molasses Cake.

Put 2 c. molasses and ½ c. lard or fat in sauce pan; place on stove and let come to boiling point, add ¾ tsp. ginger, 3 tsp. soda. When cool add 3 c. flour, 1 c. sour milk, beat well; make in gem pans. Bake in rather quick oven for 20 minutes.

No. 84—Sponge Ginger Bread.

1½ c. sugar,	3 eggs,
1½ c. sweet milk,	1 c. hot fat,
1½ c. molasses,	1½ qts. flour,
2 tsp. sharp vinegar,	1½ tbsp. soda.

Mix thoroughly. Beat soda into vinegar until it stops foaming; add soda just before baking.

No. 85—Molasses Fruit Cake.

1 c. lard or other fat,	1 c. currants,
2 c. molasses,	4 eggs well beaten,
1 c. sour milk,	1 c. brown sugar,
1 tsp. soda, dissolved in this milk,	1 tbsp. cinnamon,
	1 c. raisins,
1 tbsp. ginger,	a little grated nutmeg,
1 tbsp. cloves,	5 c. flour.

Bake in a moderate oven 1 hour.

No. 86—Ginger Bread.

½ c. fat,	7 c. flour,
1 tsp. salt,	4 tsp. ginger,

¾ c. sugar,	2 tsp. cinnamon,
4 eggs,	1 tsp. soda,
2 c. syrup,	1 c. water,

2 tbsp. baking powder.

No. 87—Chocolate Cake, No. 1.

4 sqs. chocolate.	4 eggs,
1 c. lard or fat,	1½ c milk,
1 tsp. salt,	1 tbsp. vanilla,
3 c. sugar,	5 c. flour,

3 tbsp. baking powder.

Mix the baking powder and flour; melt the chocolate; mix the fat, salt and sugar thoroughly, add the yolks of eggs beaten, milk, melted chocolate and vanilla, then flour and baking powder; the less the mixture is stirred after the flour is put in the more tender and fine-grained the cake will be. Add the beaten whites last. Bake 40 minutes in 4 tins.

No. 88—Chocolate Cake, No. 2.

1½ c. milk,	yolks of 2 eggs,
2 c. grated chocolate,	2½ c. sugar,
1 tsp. soda,	1 tsp. baking powder.

Put chocolate on stove and stir until like thin gravy; remove from stove, then add the sugar, milk, soda and baking powder, also 1 tsp. vanilla; flour the same as for any layer cake; have whites of eggs for cooked frosting to spread between layers.

No. 89—Chocolate Layer Cake.

Use plain cake recipe, baking in tins.

No. 90—Cake Filling.

2 c. milk,	1 c. sugar,
yolks of 2 eggs,	2 tsp. vanilla,
2 sqs. chocolate,	4 tbsp. corn starch or flour.

Mix the milk, corn starch and chocolate; cook 20 minutes over hot water; add yolks of eggs and sugar, cook 5 minutes more, then add the vanilla.

No. 91—Frosting.

1½ c. sugar, whites of 2 eggs,
½ c. boiling water.

No. 92—Plain Cake, No. 2.

1 c. lard or fat, 1½ c. milk,
1 tsp. salt, 2 tbsp. baking powder,
4 eggs, 5 c. flour,
1½ c. sugar, 1 tbsp. vanilla.

No. 93—Spice Cake.

1½ c. coffee, 2 tsp. nutmeg,
2 tsp. cinnamon, 1 c. raisins,
½ c. currants.

Method, the same as chocolate cake.

No. 94—Hermits.

1 c. lard, 2 tbsp. baking powder,
1 tsp. salt, 1 c. raisins,
1½ c. sugar, 2 tsp. cinnamon,
3 eggs, 1 tsp. mace,
½ c. milk, 1 tsp. nutmeg.

Mix all together in order of the ingredients. Roll thin and cut as cookies. This recipe makes one hundred.

No. 95—Banbury Tarts.

1 c. raisins, 1 cracker,
1 c. sugar, 1 tbsp. vinegar,
1 egg, Juice and rind of 1 lemon,
¼ c. apricot juice before it is sweetened.
For the crust use: water,
4 c. flour, 1¼ c. fat,
1 tsp. salt.

This makes 36 tarts. Stone and chop the raisins, add the sugar and cracker finely rolled, then the egg slightly beaten; also the lemon or vinegar or apricot juice. Roll the crust thin, cut in

3-inch squares, put in 2 tsp. of the filling and bring corners together in middle; fasten by moistening with a little water.

No. 96—Doughnuts.

2 c. sugar,	½ c. lard,
3 eggs,	1 tsp. soda,
1 pt. sour milk,	1 tsp. baking powder.

Flour enough to roll out into a soft dough. Fry in hot lard.

No. 97—Fritters.

5 c. flour,	4 c. milk,
2 tbsp. baking powder,	4 eggs.

Drop in hot fat with a spoon. Apricots, apples, etc., are nice to put in. Serve with a syrup.

No. 98—Sugar Cookies.

1 c. shortening,	1 c. sour milk,
2 c. sugar,	2 eggs,

3 tsp. baking powder.

Flour enough to make stiff and roll out; cream butter, add sugar slowly, then flavoring; egg beaten thoroughly; stir in the baking powder with 1 c. flour; mix alternately milk and flour, then enough flour for soft dough. Roll thin, cut in shapes with cake cutter; bake 15 min.

No. 99—Drop Ginger Cookies.

1 c. sugar,	1 c. shortening,
1 c. boiling water,	2 c. molasses,
6 c. flour,	2 tsp. soda,
1 tsp. ginger,	A pinch of salt.

No. 100—Oatmeal Cookies.

2 eggs,	2½ c. flour,
2 tbsp. butter,	1 c. sugar,
1½ qt. cooked oatmeal,	2 tsp. baking powder.

Beat the same as cake mixture; flavor to taste; add flour last, then roll and cut in shape.

No. 101—Oatmeal Wafers.

6 c. oatmeal (uncooked), 3 c. flour,
1½ c. sugar, 1 c. lard,
½ c. butter, ⅔ c. milk,
1 tsp. soda, vanilla, salt.

Mix ingredients and let stand 2 hours. Roll thin and bake. This makes about 75 wafers.

VII.

MISCELLANEOUS.

No. 102—Rice Croquettes.

1 qt. rice boiled in 4 qts. water,
2 tbsp. salt, 3 eggs,
2 tsp. pepper.

Add the eggs to the hot rice (after it is cooked) and cook 2 minutes in double boiler, add 2 tbsp. salt pork fat, and 2 tbsp. parsley. Let it cool, then make into small cakes or rolls and fry. They are better fried in deep fat.

No. 103—Macaroni and Cheese.

Cook 2 lbs. macaroni in a large kettle of boiling water, salted. Cook 1 hour or until tender, drain and pour over cold water, this makes the macaroni smooth and soft. Make 2 qts. white sauce thickened with ½ c. flour, 1 c. grated cheese, stirring as little as possible, pour over the macaroni; on the top sprinkle with ½ c. grated cheese, and put on bread or cracker crumbs.

No. 104—Cheese Crackers.

Take old dry cheese; grate with 1 tbsp. mustard, 1 tsp. salt and pepper, put on crackers and bake until a delicate brown.

No. 105—Macaroni with Tomato Sauce.

Cook the macaroni as before; boil 1 qt. tomatoes with 1 tsp. savory, strain and add 1 qt. water, thicken with ½ c. flour; season with salt and pepper. It can be baked in the tomato sauce, and crumbs put on the top.

No. 106—Creamed Cheese on Toast.

3 qts. milk (use ½ milk and ½ water if necessary).

4 eggs,	2 c. grated cheese,
pepper,	2 tsp. mustard,
2 tbsp. salt,	¾ c. flour.

Heat the milk and thicken with flour, add salt and pepper; just before serving add the cheese; when the cheese is melted put in the beaten egg and mustard; be careful not to stir much as it toughens the cheese and makes it stringy.

No. 107—Pie Crust.

8 c. flour,	2 tsp. salt,
1½ c. fat,	water.

Mix fat into flour with tips of fingers; put in the water at edge of dish, mix toward center with knife; use ice water and handle as little as possible; do not turn. Makes 4 or 5 pies with top crust, according to size of plate.

No. 108—Noodles.

4 eggs, 2 tsp. salt, flour.

Mix the flour, salt and eggs together until very stiff, add a very little water only to make it stick, roll in thin sheets and dry. Fold and cut in very fine strips.

No. 109—Cranberry Sauce.

Pick over and wash 8 c. cranberries, put in a granite saucepan, add 3 c. sugar, 2½ c. boiling water, cover and boil 10 minutes. Skim and cool.

No. 110—Milk Sherbet.

5 qts. milk,	4½ c. sugar,

1 c. lemon juice (strained).

Mix sugar and the lemon juice; put the milk into the freezer and pour the lemon juice and sugar into it; stir thoroughly, cover and freeze. ½ tsp. lemon extract may be added or the juice of an orange if desired.

No. 111—Coffee.

3 c. coffee, egg shells,
6 qts. boiling water.

Put the ground coffee in the pot, add cold water to cover coffee and some egg shells crushed (4 or 5); mix thoroughly, add the boiling water and let boil 10 minutes. Set on back of stove, adding 1 c. cold water to help it settle.

No. 112—Tea.

7 level tsp. tea, 6 qts. boiling water.

Have the teapot heated, put in the tea, and set on the back of the stove for six minutes, do not let it boil.

REMARKS ON DIETARIES AND BILLS OF FARE.

The dietaries in two cottages were worked out for the months of January and February, 1904. Lowell cottage contains 26 girls between the ages of 15 and 21, and two officers. Gibbons has 27 girls of the same age. The meals actually taken in the houses during the month were counted. It will be noted on examining the table that in several instances the amounts used exceeded the allowance. This is notably so in the case of milk. With the Fiscal Supervisor's consent a somewhat increased allowance of milk has been issued and this is counterbalanced by the saving on bread stuffs. When fresh vegetables are in use the quantities used will almost always exceed the allowance; but here again the excess is balanced by the saving on dried vegetables or dried fruits, which are not used up to the limit. Coffee, tea, sugar, butter and cheese are issued exactly in accordance with the ration. Slight variations may occur from month to month owing to amounts on hand when the weighing is done. In the month of February eggs were very high and scarce and it was impossible to obtain them at the price allowed; therefore, the quantities used fall short. In the month of February an increased allowance of sugar was made to Lowell cottage for the purpose of ascertaining if more of the coarser cereals would be used, provided the girls were allowed sugar with them. There was little gained in this way.

In comparing the bills of fare of Lowell and Gibbons considerable differences will be noted which depend on the individuality of the matrons in each. Absolute uniformity in the bills of fare is not insisted upon. As a result the same quantity of meat for example may be served on two occasions instead of one, the portions being smaller. The dried fruit may be used in the same way.

We do not claim that these bills of fare are the best that could be made with the given supplies. They only show what was done in the course of the regular routine.

DAILY RATIONS ALLOWED BY FISCAL SUPERVISOR'S OFFICE FOR OFFICERS AND INMATES.

	Lowell.				Gibbons.	
	January—837 rations.		February—783 rations.		February—800 rations.	
	Allowance	Used.	Allowance.	Used.	Allowance.	Used.
			Pounds.			
Fresh, salted or smoked meats, poultry or fish, one-half pound	418.5	403.875	391.5	368.25	404.5	376.5
Bread stuffs, or farinaceous foods, one and one-quarter pounds	1,046.25	702.4	978.75	633.75	1,011.25	597
Vegetables, five-eighths pounds	523.125	344.8	489.375	664.75	505.625	716.5
Dried vegetables or dried fruit, one-quarter pound	209.25	117.0625 53.6	195.75	55 44.75	202.25	78 46.5
Coffee, one-thirtieth pound	27.9	28.75	26.1	30	26.9	24.5
Tea, one-eightieth pound	10.45	10.5	9.7	9.25	10.1	8.75
Sugar Syrup, one-eighth pound	104.625	99.333 30	97.875	114.875 15	101.125	90 18
Butter, three-fourths ounce	39.2	41.5	36.7	39.5	37.2	41.75
Cheese, one-fifth ounce	10.45	12.5	9.7	10.5	10.7	8.75
			Quarts.			
Milk, one-half pint	209.25	310	195.75	261	202.25	261
			Dozen.			
Eggs, two-fifths of one	27.9166	26	26.1	15	26.9166	15

LOWELL, JANUARY, 1904.

ARTICLE.	Quantity. Lbs.	Price per unit.	Total cost.	Proteids. Lbs.	Fats. Lbs.	Carbohydrate. Lbs.
Beef, fresh, forequarter	68.3	$0.0665	$4.54195	9.[illegible]53	10.3123	.....
Beef, fresh, side and hind	118.7	.0765	9.08055	9.6117	9.1938	.....
Corned beef	27.	.0561	1.5147	3.8610	6.4260	.....
Bacon	10.	.1234	1.2340	2.4870	3.7600	.....
Fish, fresh	27.	.07	1.89	2.2680	.0540	.....
Fish, salt cod	17.	.0516	.8772	3.2300	.0680	.....
Fish, salt herring	5.875	.0724	.42535	2.9668	.5170	.....
Fish, salt mackerel	19.5	.075	1.4625	2.7105	4.1340	.....
Ham	14.	.1192	1.6688	2.0300	4.6480	.....
Pork, fresh	26.	.07	1.82	3.3020	7.5160	.....
Pork, salt	44.	.0575	2.53	.8360	37.9280	.....
Mutton	26.5	.0806	2.1359	3.6305	4.5315	.....
Butter	41.5	.23	9.545	.....	35.2750	.....
Lard	19.	.0712	1.2828	.2580	17.8600	.....
Milk, 311 quarts, =	777.	.04	12.44	25.6410	31.0800	38.85
Cheese	12.5	.115	1.4375	3.6000	4.4875	.0375
Eggs, 26 dozen, =	35.875	.26	6.76	4.2691	3.3360	.....
Sugar	99.333	.0125	1.24166	.....	.....	99.333
Syrup, 10 quarts, =	30.	.05	.50	.7500	.....	20.790
Chocolate	2.75	.24	.66	.3547	1.3392	.833
Tea	10.5	.18	1.894	.....	.....	.....
Coffee	28.75	.095	2.73125	.....	.....	.....
Flour	574.6	.0222	12.75612	65.5044	5.7460	431.5346
Corn starch	3.5	.04	.140	.2485	.0455	2.7440
Hominy	17.3	.0172	.29756	1.4359	.1038	13.6670
Corn meal	13.5	.0185	.24975	1.2420	.2565	10.1790
Tapioca	7.6	.025	.19	.0304	.0076	6.6880
Rice	39.25	.036	1.413	3.1400	.1177	31.0075
Oatmeal	9.	.02625	.23625	1.5030	.6570	5.9580
Macaroni	15.3	.0382	.58446	2.0502	.1377	11.5373
Samp	2.	.02	.04	.1660	.0120	1.5800
Farina	5.	.03	.15	.5500	.0700	3.8150
Potatoes	187.	.0138	2.5806	3.3660	.1870	27.4890
Turnips	73.5	.0083	.61005	.6615	.0735	4.1895
Onions	48.6	.0125	.6075	.6804	.1458	4.3254
Can corn	9.75	.0833	.8125	.2730	.1170	1.8525
Can peas	3.	.07085	.2125	.1080	.0060	.2940
Can beans	10.	.05416	.54166	.1100	.0100	.3800
Can tomatoes	13.	.075	.975	.1560	.0260	.5200
Dried beans	105.31	.0309	3.25407	23.6947	1.8955	63.7647
Split peas	11.75	.0305	.35837	2.8905	.1175	7.2850
Prunes, dried	21.	.0483	1.0143	.3780	.....	13.1020
Pears, dried	.4	.1025	.4100	.1120	.2160	2.9160
Plums, dried	3.	.095	.285	.0540	.....	.0540
Peaches, dried	3.	.0603	.1809	.1410	.0300	1.8750
Apples, dried	3.5	.0615	.21475	.0560	.0770	2.3135
Raisins, dried	5.18	.08	.4144	.1191	.1554	3.5483
Currants, dried	2.5	.0562	.1405	.0600	.0425	1.8550
Apricots, dried	3.5	.0975	.34125	.1645	.0350	2.1875
Apple butter	7.	.035	.245	.....	.....	.....
Gelatine, 2 boxes (oz.)=	4	.05916	.11832	.2285	.0250	.....
Mustard	½	.09	.045	.....	.....	.....
Salt	63	.008	.504	.....	.....	.....
Baking powder	3.5	.21875	7.65416	.....	.....	.....
Pepper	1.5	.09	.135	.....	.....	.....
Vanilla (ounces)	7	.0468	.3276	.....	.....	.....

LOWELL, JANUARY, 1904—(*Continued*).

ARTICLE.	Quantity. Lbs.	Price per unit.	Total cost.	Proteids. Lbs.	Fats. Lbs.	Carbohydrate. Lbs.
Vinegar (gallons)	2	$0.09	$0.18	.....	.....	.....
Thyme	¼	.12	.03	.....	.....	.....
Yeast	1.578	.30	.4734	.....	.....	.....
			$99.51756	199.7261	201.9253	815.4953
Cost per capita			.1188	.....	.....	.....
Per ration, in pounds			.....	.238	.241	.973
Per ration, in grams			.....	107.95	109.317	441.80

BILL OF FARE—LOWELL COTTAGE.

January, 1904.

January 1:

Breakfast—Pancakes and syrup, bread, tea or coffee.

Dinner—Baked fish, potatoes, turnips, bread, cottage pudding.

Supper—Potato salad, bread, butter, apricots, plain cake, tea.

January 2:

Breakfast—Pancakes and syrup, bread, tea or coffee.

Dinner—Corned beef, potatoes, mustard, bread, rice pudding.

Supper—Bean soup, crackers, bread and butter, tea.

January 3:

Breakfast—Fried bread, syrup, bread, tea or coffee.

Dinner—Ham, mustard, potatoes, turnips, bread, apple pie.

Supper—Baked beans, bread and butter, stewed prunes, cake.

January 4:

Breakfast—Rice cakes, bread and butter, tea or coffee.

Dinner—Pork stew, potatoes, bread, prune pudding.

Supper—Pea soup, bread and butter, tea.

January 5:

Breakfast—Pancakes, bread and butter, tea or coffee.

Dinner—Roast beef, gravy, potatoes, bread, lemon pie.

Supper—Delmonico potatoes, herring, bread and tea.

January 6:

Breakfast—Hash, bread, tea or coffee.

Dinner—Beefsteak, potatoes, string beans, bread, rice pudding.

Supper—Scalloped tomatoes, biscuits, bread, butter and tea.

January 7:

Breakfast—Fried mush, syrup, bread, tea or coffee.

Dinner—Roast beef, potatoes, bread.

Supper—Pancakes, syrup, bread and butter, tea.

January 8:

Breakfast—Hominy, bread, tea or coffee.

Dinner—Fish, potatoes, boiled onions, bread, custard pie.

Supper—Stewed prunes, bread and butter, cake and tea.

LOWELL, FEBRUARY, 1904—(*Continued*).

ARTICLE.	Quantity. Lbs.	Price per unit.	Total cost.	Proteids. Lbs.	Fat. Lbs.	Carbohydrate. Lbs.
Mustard	½	$0.09	$0.045	.....	.....	.....
Baking powder	3.	.21875	.65625	.....	.....	.....
Salt	27.	.008	.217	.....	.....	.....
Chocolate	1.	.24	.240	.1290	.4870	.308
Yeast	1.578	.30	.4734	.....	.....	.....
			$93.60266	171.6312	163.2346	301.7542
Per ration, in pounds			.....	.219	.214	1.033
Per ration, in grams			.....	99.33	97.07	464.03
Cost per ration			.1196	.....	.....	.....

January 17:

Breakfast—Fried mackerel, bread, tea or coffee.

Dinner—Roast beef, gravy, boiled beans, bread, rice and tapioca pudding.

Supper—Baked beans, fruit, bread, chocolate cake and tea.

January 18:

Breakfast—Mush, milk and sugar, bread, tea or coffee.

Dinner—Liver and bacon, boiled rice, bread, tea.

Supper—Macaroni with tomato sauce, bread and butter, tea.

January 19:

Breakfast—Oatmeal with milk and sugar, bread, tea or coffee.

Dinner—Baked beans, pork, boiled rice, tapioca pudding, tea.

Supper—Bean soup, bread and butter, johnnycake, tea.

January 20:

Breakfast—Farina with milk and sugar, bread, tea or coffee.

Dinner—Roast pork, gravy, boiled rice, bread, apricot pie.

Supper—Samp, bread and butter, fruit and tea.

January 21:

Breakfast—Fried bread, tea or coffee, bread.

Dinner—Roast beef, gravy, boiled rice, bread, cornstarch.

Supper—Hash, bread, butter and tea.

January 22:

Breakfast—Oatmeal, milk and sugar, bread, tea or coffee.

Dinner—Codfish, boiled beans, bread, tapioca pudding.

Supper—Herrings, bread, apple butter, crackers and tea.

January 23:

Breakfast—Fried rice, syrup, bread, tea or coffee.

Dinner—Beef stew, dumplings, gravy, bread and tea.

Supper—Baked beans, bread, johnnycake, tea.

January 24:

Breakfast—Hominy with milk and sugar, bread, tea or coffee.

Dinner—Roast beef, boiled rice, turnips, corn, bread, and plum pie.

Supper—Baked beans, prunes, bread, chocolate cake, tea.

GIBBONS, FEBRUARY—(*Continued*).

ARTICLE.	Quantity. Lbs.	Price per unit.	Total cost.	Proteids. Lbs.	Fat. Lbs.	Carbohydrate. Lbs.
Cinnamon	¼	$0.14	$0.035	.....	.....	.....
Mace	¼	.32	.08	.....	.....	.....
Vinegar, gallons	2.	.09	.18	.....	.....	.....
Salt	20.	.008	.016	.....	.....	.....
Pepper	½	.09	.045	.....	.....	.....
Chocolate	1.	.24	.24	.1290	.4370	.303
Yeast	1.59	.30	.4770	.....	.....	.....
Totals			$94.46983	174.0023	172.77690	743.67412
Per ration, in pounds			.....	.215	.213	.925
Per ration, in grams			.....	97.524	93.61	419.58
Per ration, cost			.1167	.....	.....	.....

February 2:

Breakfast—Fried bacon, bread, butter, tea or coffee.

Dinner—Beefsteak, potatoes, bread and rice pudding.

Supper—Split pea soup, bread, butter, tea.

February 3:

Breakfast—Fried bread with syrup, bread, tea or coffee.

Dinner—Roast beef, mashed potatoes, bread, bread pudding.

Supper—Samp, milk and sugar, bread, prunes, cake, tea.

February 4:

Breakfast—Oatmeal with milk and sugar, bread, tea or coffee.

Dinner—Beefsteak, boiled rice, samp, bread, coffee gelatine.

Supper—Hash, bread, syrup, johnnycake, tea.

February 5:

Breakfast—Fried bread, syrup, bread, tea or coffee.

Dinner—Baked fish, potatoes, tomatoes, bread and tapioca pudding.

Supper—Salmon, bread and butter, prunes and tea.

Feburary 6:

Breakfast—Hominy with milk and sugar, bread, tea and coffee.

Dinner—Roast mutton, potatoes, gravy, tomatoes, bread.

Supper—Baked beans, biscuits, stewed prunes, bread, butter, tea.

February 7:

Breakfast—Mush with milk and sugar, bread, tea or coffee.

Dinner—Roast beef, gravy, potatoes, canned corn, bread and cottage pudding.

Supper—Baked beans, bread and butter, stewed pears, tea and chocolate cake.

February 8:

Breakfast—Oatmeal with milk and sugar, bread, tea or coffee.

Dinner—Beefsteak, gravy, boiled rice, succotash, bread and rice pudding.

Supper—Pork stew, bread and butter, biscuits and tea.

January 9:

Breakfast—Fish cakes, apple butter, bread, tea or coffee.

Dinner—Corned beef, potatoes, bread.

Supper—Baked beans, bread and butter, tea.

January 10:

Breakfast—Hominy with milk and sugar, bread, tea or coffee.

Dinner—Roast beef, potatoes, corn and beans, bread and steamed pudding.

Supper—Apricots, bread and butter, cake and tea.

January 11:

Breakfast—Boiled rice with milk and sugar, bread, tea or coffee.

Dinner—Meat cakes, potatoes, gravy, bread.

Supper—Macaroni with tomato sauce, baking powder biscuits, tea.

January 12:

Breakfast—Pancakes, apple butter, bread, tea or coffee.

Dinner—Pork stew, biscuits, potatoes, bread, rice pudding.

Supper—Pea soup, bread, butter and tea.

January 13:

Breakfast—Oatmeal with milk and sugar, bread, tea or coffee.

Dinner—Roast mutton, dressing, peas, bread, tea.

Supper—Fried mush, syrup, bread, butter and tea.

January 14:

Breakfast—Farina, milk and sugar, bread, tea or coffee.

Dinner—Roast beef, boiled rice, gravy, buns and tea.

Supper—Stewed prunes, bread and butter, cookies and tea.

January 15:

Breakfast—Fried bread, syrup, bread, tea or coffee.

Dinner—Fried fish, boiled rice, bread, tapioca pudding.

Supper—Bean soup, bread, butter and tea.

January 16:

Breakfast—Hominy with milk and sugar, bread, tea or coffee.

Dinner—Beef stew, boiled rice, dumplings, bread, tea.

Supper—Baked beans, bread, butter, prunes and tea.

January 17:

Breakfast—Fried mackerel, bread, tea or coffee.

Dinner—Roast beef, gravy, boiled beans, bread, rice and tapioca pudding.

Supper—Baked beans, fruit, bread, chocolate cake and tea.

January 18:

Breakfast—Mush, milk and sugar, bread, tea or coffee.

Dinner—Liver and bacon, boiled rice, bread, tea.

Supper—Macaroni with tomato sauce, bread and butter, tea.

January 19:

Breakfast—Oatmeal with milk and sugar, bread, tea or coffee.

Dinner—Baked beans, pork, boiled rice, tapioca pudding, tea.

Supper—Bean soup, bread and butter, johnnycake, tea.

January 20:

Breakfast—Farina with milk and sugar, bread, tea or coffee.

Dinner—Roast pork, gravy, boiled rice, bread, apricot pie.

Supper—Samp, bread and butter, fruit and tea.

January 21:

Breakfast—Fried bread, tea or coffee, bread.

Dinner—Roast beef, gravy, boiled rice, bread, cornstarch.

Supper—Hash, bread, butter and tea.

January 22:

Breakfast—Oatmeal, milk and sugar, bread, tea or coffee.

Dinner—Codfish, boiled beans, bread, tapioca pudding.

Supper—Herrings, bread, apple butter, crackers and tea.

January 23:

Breakfast—Fried rice, syrup, bread, tea or coffee.

Dinner—Beef stew, dumplings, gravy, bread and tea.

Supper—Baked beans, bread, johnnycake, tea.

January 24:

Breakfast—Hominy with milk and sugar, bread, tea or coffee.

Dinner—Roast beef, boiled rice, turnips, corn, bread, and plum pie.

Supper—Baked beans, prunes, bread, chocolate cake, tea.

January 25:

Breakfast—Hash, bread, tea or coffee.

Dinner—Macaroni, bread biscuits, rice pudding.

Supper—Stewed prunes, bread and butter, tea and cake.

January 26:

Breakfast—Pancakes, syrup, bread, tea or coffee.

Dinner—Boiled beans, pork, boiled rice, turnips, bread and rice pudding.

Supper—Pea soup, apple sauce, bread, jellycake and tea.

January 27:

Breakfast—Fried mush, syrup, bread, tea or coffee.

Dinner—Roast beef, gravy, boiled rice, bread, apple pie.

Supper—Rice croquettes, bread, butter, tea.

January 28:

Breakfast—Fried bread with syrup, bread, tea or coffee.

Dinner—Mutton stew, boiled rice, turnips, bread and tapioca pudding.

Supper—Macaroni with cheese, bread, butter, tea.

January 29:

Breakfast—Hominy with milk and sugar, bread, tea or coffee.

Dinner—Codfish, rice, sauce, turnips, bread, rice pudding.

Supper—Macaroni, bread, butter, prunes and tea.

January 30:

Breakfast—Pancakes, bread, tea or coffee.

Dinner—Roast beef, potatoes, turnips, gravy, bread and tapioca pudding.

Supper—Baked beans, bread, johnnycake, tea.

January 31:

Breakfast—Fried mackerel, bread, tea or coffee.

Dinner—Beef stew, boiled beans, bread, tea.

Supper—Baked beans, bread, pears, cake and tea.

February, 1904.

February 1:

Breakfast—Oatmeal with milk and sugar, bread, tea or coffee.

Dinner—Beefsteak, potatoes, gravy, turnips, bread and cottage pudding.

Supper—Macaroni with tomato sauce, bread, fruit, tea.

February 16:

Breakfast—Oatmeal with milk and sugar, biscuits and coffee.
Dinner—Pork stew, bread, tapioca pudding.
Supper—Pork stew warmed, herring, bread, prunes, butter, tea.

February 17:

Breakfast—Hominy with milk and sugar, bread, tea or coffee.
Dinner—Corned beef, potatoes, bread, corn starch pudding.
Supper—Corn bread, butter, bean soup, tea.

February 18:

Breakfast—Hash, bread, tea or coffee.
Dinner—Roast beef, potatoes, bread, pie.
Supper—Muffins, beef loaf, bread, butter and tea.

February 19:

Breakfast—Pancakes with syrup, bread, tea or coffee.
Dinner—Fish, potatoes, bread, and bread pudding.
Supper—Creamed toast, prunes, bread, tea.

February 20:

Breakfast—Fried pork, bread, tea or coffee.
Dinner—Roast lamb, potatoes, bread and tea.
Supper—Pork and beans, bread and butter, tea.

February 21:

Breakfast—Boiled rice with milk and sugar, bread, tea or coffee.
Dinner—Pork, potatoes, bread and rice pudding.
Supper—Beans, potatoes, fruit, chocolate.

February 22:

Breakfast—Mush with milk and sugar, bread, tea or coffee.
Dinner—Ham, potatoes, bread and tea.
Supper—Fried bread, apple butter, bread and tea.

February 23:

Breakfast—Oatmeal with milk and sugar, bread, tea or coffee.
Dinner—Pork stew, bread, tapioca pudding.
Supper—Fried potatoes, bread, butter and tea.

February 24:

Breakfast—Hominy with milk and sugar, bread, tea or coffee.

Dinner—Roast beef, potatoes, bread.

Supper—Bean soup, bread, tea.

February 25:

Breakfast—Boiled rice with milk and sugar, bread, tea or coffee.

Dinner—Roast beef, potatoes, bread, bread pudding.

Supper—Muffins, bread and butter, plums and tea.

February 26:

Breakfast—Hominy with milk and sugar, bread, tea or coffee.

Dinner—Codfish and potatoes, bread and rice pudding.

Supper—Hash, bread and butter, tea.

February 27:

Breakfast—Codfish cakes, bread, tea or coffee.

Dinner—Beef stew, potatoes, bread and tea.

Supper—Baked beans, bread and butter, cheese and tea.

February 28:

Breakfast—Oatmeal with milk and sugar, bread, tea or coffee.

Dinner—Roast beef, potatoes, bread and pie.

Supper—Baked beans, bread, cake and fruit, tea.

February 29:

Breakfast—Pancakes with sugar, bread, tea or coffee.

Dinner—Beefsteak, potatoes and turnips, bread and tapioca pudding.

Supper—Macaroni with cheese, bread and butter, tea.

BILL OF FARE—GIBBONS COTTAGE.

February, 1904.

February 1:

Breakfast—Boiled rice with milk and sugar, graham and white bread, butter and coffee.

Dinner—Beefsteak, gravy, potatoes, dressing and bread.

Supper—Macaroni with cheese, apple sauce, graham and white bread, butter and tea.

February 13:

Breakfast—Oatmeal with milk and sugar, bread, butter, coffee.

Dinner—Corned beef, cabbage, potatoes, beans and bread.

Supper—Pea soup, crackers, herrings, bread, apple butter, tea, milk and sugar.

February 14:

Breakfast—Corned beef hash, bread, butter, coffee, milk, sugar.

Dinner—Roast beef, gravy, mashed potatoes, corn, bread, coffee gelatine.

Supper—Baked beans, pear sauce, bread, butter, plain cake and tea.

February 15:

Breakfast—Boiled rice with milk and sugar, bread, butter and coffee.

Dinner—Beefsteak, gravy, creamed onions, potatoes, bread.

Supper—Vegetable soup, crackers, macaroni with cheese, bread, butter and tea.

February 16:

Breakfast—Beef hash, bread, butter, coffee, milk and sugar.

Dinner—Pork stew, beans, bread and tapioca pudding.

Supper—Pea soup, pear sauce, bread, butter and tea.

February 17:

Breakfast—Pork stew, bread, butter, coffee, milk and sugar.

Dinner—Corned beef, cabbage salad, potatoes, milk gravy, bread.

Supper—Apple sauce, spice cake, bread, butter and tea.

February 18:

Breakfast—Oatmeal with milk and sugar, bread, butter, coffee.

Dinner—Roast beef, gravy, potatoes, bread, chocolate pudding with cream.

Supper—Bean soup, corned beef hash, bread, butter and tea.

February 19:

Breakfast—Cornmeal mush with milk and sugar, bread, butter, coffee, syrup.

Dinner—Fried herrings, potatoes, tomatoes and bread.

Supper—Baked potatoes, creamed salmon, bread, butter, tea and apple sauce.

February 20:

Breakfast—Hominy with milk and sugar, bread, butter, coffee.

Dinner—Roast mutton, gravy, potatoes, bread and rice pudding.

Supper—Vegetable soup, crackers, apple butter, bread, butter and tea.

February 21:

Breakfast—Beef hash, bread, butter, coffee, milk and sugar.

Dinner—Cold roast pork, gravy, potatoes, corn, bread, coffee gelatine with whipped cream.

Supper—Stewed prunes, baked beans, fruit cake, bread, butter and tea.

February 22:

Breakfast—Oatmeal with milk and sugar, bread, butter, coffee.

Dinner—Pork stew, string beans, bread and tapioca pudding.

Supper—Macaroni with cheese, apple sauce, bread, butter, tea.

February 23:

Breakfast—Corn meal mush with syrup, bread, butter, coffee, milk and sugar.

Dinner—Cold ham, beans, bread, potatoes, rice pudding.

Supper—Pea soup, stewed prunes, bread, butter and tea.

February 24:

Breakfast—Creamed potatoes, bread, butter, coffee, milk and sugar.

Dinner—Roast beef, gravy, potatoes, chocolate corn starch pudding and bread.

Supper—Johnnycake, macaroni with tomatoes, bread, butter and tea.

February 25:

Breakfast—Beef hash, bread, syrup, coffee, milk and sugar.

Dinner—Roast beef, gravy, potatoes, turnips and bread.

Supper—Bean soup, headcheese, wheat muffins, bread, butter and tea.

February 26:

Breakfast—Creamed potatoes, bread, butter, coffee, milk and sugar.

Dinner—Codfish cakes, canned corn, cornstarch pudding and bread.

Supper—Herring, stewed prunes, bread, butter and tea.

February 27:

Breakfast—Codfish cakes, bread, butter, coffee, milk and sugar.

Dinner—Beef stew, beans, potatoes and bread.

Supper—Rice soup, crackers, stewed prunes, bread, butter, Johnnycake and tea.

February 28:

Breakfast—Warmed-over stew, cornmeal mush with syrup, bread, butter, coffee, milk and sugar.

Dinner—Roast beef, gravy, potatoes, turnips, bread and apricot pudding.

Supper—Baked beans, plum sauce, chocolate cake, bread, butter and tea.

February 29:

Breakfast—Hominy with milk and sugar, bread, butter, coffee, milk and sugar.

Dinner—Fried liver and bacon, potatoes, turnips, bread.

Supper—Pea soup, crackers, stewed prunes, bread, butter and tea.

BILL OF FARE—HUNTINGTON COTTAGE.

August, 1904.

August 1:

Breakfast—Oatmeal, milk and sugar, bread and butter, coffee.

Dinner—Ham, creamed potatoes, bread, string beans.

Supper—Boiled rice and raisins, bread and butter, blackberries and tea.

August 2:

Breakfast—Buttered toast, scrambled eggs, coffee.

Dinner—Fresh fish, cucumbers, bread, potatoes, gravy.

Supper—Cabbage salad, tea, graham wafers, bread and butter.

August 3:

Breakfast—Samp and milk, bread and butter, tea.

Dinner—Beef pot roast, bread, summer squash, rice pudding.

Supper—Macaroni and cheese, bread and butter, tea, prunes.

August 4:

Breakfast—Oatmeal, bread and butter, coffee.

Dinner—Cold beef, potato salad, string beans.

Supper—Tea, bread and butter, sliced onions, prunes.

August 5:

Breakfast—Barley and milk, bread and butter, coffee.

Dinner—Beef hash, summer squash, baking powder biscuits, bacon fat gravy.

Supper—Vegetable salad, bread and butter, tea.

August 6:

Breakfast—Oatmeal and milk, bread and butter, coffee.

Dinner—Bacon and gravy, potatoes, beets, bread.

Supper—Corn meal muffins, butter, cheese, tea, cucumbers.

August 7:

Breakfast—Hominy and milk, bread and butter, coffee.

Dinner—Lamb chops, creamed potatoes, bread, string beans.

Supper—Boiled rice and milk, bread and butter, blackberries and tea.

August 8:

Breakfast—Hominy and milk, bread and butter, coffee.

Dinner—Lamb stew, potatoes, summer squash, bread, rice pudding.

Supper—Vegetable salad (beans, potatoes), cheese crackers, bread and butter, tea.

August 9:

Breakfast—Hominy and milk, buttered toast, coffee.

Dinner—Creamed codfish, boiled potatoes, bread, summer squash, cottage pudding.

Supper—Egg on toast, bread and butter, blackberries, tea.

August 10:

Breakfast—Buttered toast, coffee.

Dinner—Corned beef, cucumbers, potatoes, bread.

Supper—Boiled rice with raisins, milk, bread and butter, tea.

August 11:

Breakfast—Oatmeal, buttered toast, coffee.

Dinner—Cold corned beef, potato salad, bread, stewed blackberries, tea.

Supper—Boiled rice with milk, cheese, bread and butter, apricots.

August 12:

Breakfast—Oatmeal, buttered toast, coffee.

Dinner—Corned beef hash, string beans, lamb broth with barley, bread.

Supper—Macaroni with white sauce, bread and butter, tea.

August 13:

Breakfast—Buttered toast, apple sauce, coffee.

Dinner—Bacon and eggs, creamed potatoes, cucumbers, bread.

Supper—Currant buns, bread and butter, chipped beef, tea.

August 14:

Breakfast—Graham buns, buttered toast, coffee.

Dinner—Hamburg steak, potatoes, gravy, bread, tapioca pudding.

Supper—Cheese crackers, bread and butter, tea, blackberries.

August 15:

Breakfast—Buttered toast, apple sauce, coffee.

Dinner—Dried beef, milk gravy, boiled potatoes, bread, cucumbers, green corn.

Supper—Brown bread, milk toast, stewed pears, bread, tea.

August 16:

Breakfast—Oatmeal and milk, bread and butter, coffee.

Dinner—Baked fish, bread dressing, boiled rice, bread, cucumbers, blackberry shortcake.

Supper—Bread and butter, sponge cake, cucumber pickles, tea.

August 17:

Breakfast—Boiled rice, bread and butter, coffee.

Dinner—Salt pork with milk gravy, potatoes, cucumbers, bread.

Supper—Boiled green corn, bread and butter, tea, cheese, sponge cake.

August 18:

Breakfast—Hominy, bread, coffee.

Dinner—Cold corned beef, potato salad, bread, string beans, tea.

Supper—Cheese, bread and butter, tea.

August 19:

Breakfast—Buttered toast, coffee.

Dinner—Corned beef hash, string beans, cucumbers, bread.

Supper—Gingerbread, bread and butter, apple sauce, tea.

August 20:

Breakfast—French toast, coffee.

Dinner—Ham, macaroni with white sauce, green corn, bread.

Supper—Dried beef, bread and butter, gingerbread, tea, stewed pears.

August 21:

Breakfast—Hominy and milk, zwiebach, bread and butter, coffee.

Dinner—Bacon and gravy, green corn, cucumbers, potatoes, bread.

Supper—Bread and butter, apple sauce, cucumbers, tea.

August 22:

Breakfast—Oatmeal, bread and butter, coffee.

Dinner—Dried beef with milk gravy, green corn, cucumbers, bread, ginger bread pudding.

Supper—Boiled rice, bread and butter, apple sauce, tea.

August 23:

Breakfast—Bread and butter, apple sauce, coffee.

Dinner—Fresh fish, corn, bread, cucumbers, and tomatoes.

Supper—Boiled rice, bread and butter, cucumbers, tea.

August 24:

Breakfast—Bread and butter, apple sauce, coffee.

Dinner—Pot roast, gravy, green corn, cucumbers, bread.

Supper—Scalloped tomatoes, bread and butter, onions, tea.

August 25:

Breakfast—Bread and butter, scrambled eggs, coffee.

Dinner—Cold beef, bread, green corn, cucumber salad.

Supper—Bread and butter, stewed pears, tea.

August 26:

Breakfast—French toast, coffee.

Dinner—Cold beef with gravy, cucumbers, macaroni, bread.

Supper—Boiled rice, with raisins, bread and butter, tea.

August 27:

Breakfast—Buttered toast, coffee.

Dinner—Beef hash, corn, bread, cucumbers.

Supper—Bread and butter, cheese, apple sauce, tea.

August 28:

Breakfast—French toast, coffee.

Dinner—Dried beef and eggs, potatoes, bread, cucumbers.

Supper—Tea, biscuits, apple sauce.

August 29:

Breakfast—Corn fritters, bread and butter, coffee.

Dinner—Bacon with milk gravy, potatoes, boiled cabbage.

Supper—Bread and butter, hominy and milk, cheese, tea.

August 30:

Breakfast—Hominy and milk, bread and butter, coffee.

Dinner—Fresh fish, potatoes, cucumbers, tomatoes, bread.

Supper—Corn soup, tea, bread and butter.

August 31:

Breakfast—Oatmeal, coffee, bread and butter.

Dinner—Ham, potatoes, bread, cucumbers.

Supper—Bread and butter, tea, cheese, cucumbers.

INDEX TO RECIPES.

Bacon, crisped and gravy.....No. 38, p. 331
Bacon and liver.....No. 30, p. 330
Bacon and liver, fried.....No. 31, p. 330
Bacon rolled in cracker.....No. 89, p. 332
Beans, string or butter.....No. 58, p. 336
Beef cakes.....No. 20, p. 328
Beef hash.....No. 19, p. 328
Beef hash, baked.....No. 22, p. 328
Beef hashed, on toast.....No. 23, p. 328
Beef loaf for stew meat.....No. 17, p. 327
Beef, scalloped.....No. 18, p. 327
Beef stew.....No. 21, p. 328
Biscuit, baking powder.....No. 8, p. 325
Blanc mange, chocolate.....No. 64, p. 337
Blanc mange, cornstarch.....No. 63, p. 337
Bread, five hour.....No. 2, p. 323
Bread, graham.....No. 5, p. 324
Bread, oatmeal.....No. 7, p. 325
Bread, rye.....No. 4, p. 324
Bread, steamed brown.....No. 6, p. 324
Bread, wheat.....No. 1, p. 323
Brown Betty.....No. 70, p. 338
Cake, chocolate, No. 1.....No. 87, p. 342
Cake, chocolate, No. 2.....No. 88, p. 342
Cake, chocolate layer.....No. 89, p. 342
Cake, filling.....No. 90, p. 342
Cake, Johnny.....No. 3, p. 324
Cake, molasses fruit.....No. 85, p. 341
Cake, plain, No. 1.....No. 82, p. 341
Cake, plain, No. 2.....No. 92, p. 343
Cake, soft molasses.....No. 83, p. 341
Cake, spice.....No. 93, p. 343
Cheese and macaroni.....No. 103, p. 345
Cheese, creamed, on toast.....No. 106, p. 346
Codfish cakes.....No. 37, p. 331
Codfish, salt.....No. 36, p. 331
Coffee.....No. 111, p. 347
Cookies, drop, ginger.....No. 99, p. 344
Cookies, oatmeal.....No. 100, p. 344
Cookies, Sugar.....No. 98, p. 344

Corned beef hash.....No. 19, p. 328
Crackers, cheese.....No. 104, p. 345
Cranberry sauce.....No. 109, p. 346
Croquettes, rice.....No. 102, p. 345
Croutons.....No. 59, p. 336
Custard, caramel.....No. 73, p. 339
Custard, chocolate.....No. 74, p. 339
Custard, tapioca.....No. 72, p. 339
Doughnuts.....No. 96, p. 344
Dressing, bread (to serve with meat).....No. 41, p. 332
Fish, baked.....No. 32, p. 330
Fritters.....No. 97, p. 344
Frosting.....No. 91, p. 343
Ginger bread.....No. 86, p. 341
Ginger bread, sponge.....No. 84, p. 341
Griddle cakes, bread.....No. 12, p. 326
Heart, beef.....No. 27, p. 329
Hermits.....No. 94, p. 343
Hominy.....No. 16, p. 327
Jelly, tomato.....No. 53, p. 335
Liver and bacon.....No. 30, p. 330
Liver and bacon, fried.....No. 31, p. 330
Macaroni and cheese.....No. 103, p. 345
Macaroni with tomato sauce.....No. 105, p. 345
Muffins.....No. 10, p. 326
Mush, corn meal.....No. 13, p. 326
Mush, graham.....No. 15, p. 327
Mutton and rice, cassarole of.....No. 28, p. 329
Mutton, scalloped.....No. 18, p. 327
Noodles.....No. 108, p. 346
Oatmeal.....No. 14, p. 326
Pie crust.....No. 107, p. 346
Pie, Hunter's (meat and potatoes).....No. 29, p. 330
Pie, meat.....No. 25, p. 329
Pork, stew.....No. 40, p. 332
Potato croquettes.....No. 57, p. 335
Potatoes, Oak Hill.....No. 56, p. 335
Pudding, apple tapioca.....No. 71, p. 339
Pudding, apricot.....No. 68, p. 338
Pudding, baked Indian.....No. 67, p. 338
Pudding, bread.....No. 66, p. 337
Pudding, chocolate bread.....No. 69, p. 338
Pudding, cottage.....No. 60, p. 336
Pudding, poor man's.....No. 65, p. 337
Pudding, steamed graham (without eggs).....No. 61, p. 336
Pudding, steamed graham (with eggs).....No. 62, p. 336
Rolls, French.....No. 9, p. 325
Salad, beet.....No. 50, p. 334
Salad, cabbage.....No. 49, p. 334
Salad, dressing.....No. 48, p. 334

Salad, egg ..... No. 51, p. 334
Salad, potato ..... No. 47, p. 334
Salad, Russian ..... No. 52, p. 334
Salmon, creamed ..... No. 34, p. 331
Salmon loaf ..... No. 35, p. 331
Salmon, scalloped ..... No. 33, p. 330
Salt pork, crisped and gravy ..... No. 38, p. 331
Salt pork rolled in cracker ..... No. 39, p. 332
Sauce, caramel ..... No. 77, p. 340
Sauce for cottage pudding No. 1 ..... No. 75, p. 339
Sauce for cottage pudding No. 2 ..... No. 76, p. 340
Sauce, good soft ..... No. 79, p. 340
Sauce, liquid ..... No. 78, p. 340
Sauce, sugar syrup ..... No. 80, p. 340
Sauce, white (for meat and vegetables) ..... No. 81, p. 340
Sherbet, milk ..... No. 110, p. 346
Soup, bean ..... No. 46, p. 334
Soup, lentil ..... No. 45, p. 333
Soup, potato ..... No. 43, p. 333
Soup, split pea ..... No. 44, p. 333
Soup, stock, brown ..... No. 24, p. 328
Soup, vegetable ..... No. 42, p. 333
Syrup, sugar ..... No. 80, p. 340
Tapioca, apple ..... No. 71, p. 339
Tarts, Banbury ..... No. 95, p. 343
Tea ..... No. 112, p. 347
Toast, German ..... No. 11, p. 326
Tomatoes, stuffed ..... No. 54, p. 335
Tomatoes, stuffed with meat ..... No. 55, p. 335
Tongue, fresh ..... No. 26, p. 329
Wafers, oatmeal ..... No. 101, p. 345

REPORT

OF THE

Committee on Idiots and Feeble-Minded.

Report of the Committee on Idiots and Feeble-Minded.

To the State Board of Charities:

Your Committee on Idiots and Feeble-Minded respectfully reports that during the past fiscal year the inspections and visitations of the three institutions maintained by the State for this class of dependents have shown their administration continues to be satisfactory. For several years this Committee has reported the great need which exists for a considerable extension of the provisions made by the State for the care of its feeble-minded dependents. It is a duty to the public that this insufficiency of the accommodations for the dependents of feeble mind be brought to the attention of the Legislature. In 1904 the State Board of Charities, in its annual report, pointed out the fact that the State, as a matter of public policy, has undertaken to care for these dependents in separate institutions, as is shown by the following facts:

First. The establishment in 1851 of the Syracuse State Institution for Feeble-Minded Children, in order that children of this class may have the benefit of education and training.

Second. The establishment in 1878, at Newark, of the State Custodial Asylum for Feeble-Minded Women. This was a forward movement on the part of the State, for in this institution protection and shelter is given to feeble-minded women of the child-bearing age during that part of their lives when they most need special care.

Third. The establishment in 1893 of the Rome State Custodial Asylum, marked a further extension of the principles of State care and classification. This institution, intended for the less

teachable class of the idiots and feeble-minded, provides for the removal to humane and scientific care, of the idiots and feeble-minded for whom no special provision had been made previously.

The establishment of these three institutions made it manifest that it is the settled policy of the State to give, so far as possible, to the feeble-minded suitable shelter and protection in special institutions properly constructed and adequately fitted up for their reception. This principle is also further enunciated by the following provision of the Poor Law, chapter 225 of the Laws of 1896. "Section 6. Idiots and lunatics. The Superintendent of the Poor shall provide for the support of poor persons that may be idiotic or lunatics at other places than in the almshouse in such manner as shall be provided by law for the care, support and maintenance of such poor persons;" and by the enactment of the following provision of the Penal Code: "Section 377. Unlawful confinement of idiots, insane persons, etc. A person who confines an idiot, lunatic or insane person in any other manner or in any other place than as authorized by law, is guilty of a misdemeanor."

To carry out its intentions, the State has from time to time enlarged the three institutions for the feeble-minded class, and at present the three have a total population of 1,725. In spite of the fact that this large number of feeble-minded persons are in the State institutions, there are many feeble-minded children supported at public expense in various private institutions for children. Many such cases have been found by the Board's inspectors, and reported to it. Such children are out of place with those of normal mind, and should have the benefit of the special training which the Syracuse State Institution for Feeble-Minded Children is prepared to give. Besides these feeble-minded children in private institutions, a considerable number of the same class (over sixteen and under twenty-one years of age) are forced to remain in almshouses or under the care of relatives in private homes, owing to the lack of room for them in the Syracuse institution. This also is true of many adult persons of the feeble-minded class owing to lack of room for them at Newark and Rome.

NEED OF SPECIAL CARE.

The feeble-minded women of child-bearing age, and the idiots are unsuitably cared for in the almshouses, and are a disturbing element in every charitable institution other than those established and maintained by the State. The feeble-minded women of child-bearing age should be provided for in the Newark Asylum, that they may have the protection they need, and the various localities of the State be saved the expense of providing not only for them, but as well for their illegitimate and degenerate offspring.

The reports which have been received during the past year indicate that in the almshouses alone there are more than 200 women of this class. There are in the State nearly 800 idiots and women of feeble mind above the child-bearing age, whose proper place is in the custody of the Rome State Custodial Asylum. Applications for admission to the three State institutions are constantly received, but each of these institutions is now taxed to such an extent that extensions and additions are imperatively required if the population is to be enlarged at all by favorable action on pending applications.

SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN.

It is especially unfortunate that all children of feeble mind cannot have the opportunity to enter this school and receive the training they require. Under present conditions, however, this is impossible, as the institution contains the maximum number (546) it can accommodate. Consequently a large number of boys and girls of feeble mind have to be left to the care of relatives or friends. Many of this class are permitted to roam at large without restraint of any kind, not only to their own moral and physical detriment, but to the ultimate injury of the body politic.

TRANSFERS.

The transfer of all the older inmates of this institution to the other two asylums for the feeble-minded will make places for an

equal number of young children, and if, in addition, all children incapable of profitable systematic training in the regular classes were sent to the Rome asylum, there would be room in this school for nearly all the feeble-minded children of the teachable class in the State.

EDUCATIONAL.

The purely educational work is embarrassed, and to some degree prevented, by the reception and retention of feeble-minded persons of the custodial class. As this is not a custodial asylum, but a school for children and youth of feeble mind, it should not be compelled to care for idiots, epileptics, or persons of mature age.

The general educational work in this school is productive of excellent results as now carried on. The exercises for strengthening memory, quickening observation, and developing manual skill, play an important part in the daily class room work. The sloyd classes continue to show the beneficial effect of training in the use of tools, and in construction. Many specimens of work done by feeble-minded boys compare favorably with the best exhibits of classes composed of normal children.

SANITATION.

The work of sanitary improvement has been continued through the year, but much remains to be done before the changes contemplated are all completed. The school has suffered periodically from typhoid fever, and to guard against this danger the plumbing should be put in perfect order as soon as possible.

FAIRMOUNT FARM.

The well provided for this farm, by chapter 543 of the Laws of 1903, has been sunk and a good quality of water found. The farm colony is composed of men and boys who are too old for the school classes. They have done all the farm work, and contributed thereby to the support of the institution, but this committee deems it unwise to maintain at Fairmount a colony of feeble-minded persons. It would be better and more economical, if the farm

be continued, to have its work done by a few paid employes, who could do easily the work now done by the colony.

STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN, NEWARK.

In this institution the total number of inmates at the beginning of the fiscal year was 465. There were 71 admitted during the year, making the total number under care 536. The opening of the new cottage E permitted additions to the population, and also gave opportunity for a reclassification of the inmates. The new cottage F was also opened, and the consequent rearrangement of the population has made the administration much more easy than heretofore.

TRANSFERS.

A number of women of the idiotic and feeble-minded classes were sent to the Rome State Custodial Asylum during the year, from almshouses. Most of these women had previously been inmates of the Newark asylum, but upon the expiration of the period of detention were returned to the almshouses, only to be transferred later to Rome. There are many others like them, who can best be cared for in that institution, but until it is enlarged, this asylum must continue the dependence of the feeble-minded women of the State for protection and care.

To accommodate the 523 women of child-bearing age now resident in this asylum, it is necessary to use the lateral upper halls of the main building as dormitories, and also to make use of third story rooms, which in the event of fire would be exceedingly dangerous. Hence until enlarged no more women can be safely taken in.

STATE CARE.

The system of State care is intended to provide for young women of the feeble-minded class a safe home during the child-bearing period. If permitted to be at large, such women must prove a baneful influence in the several communities of the State. It is sometimes difficult to draw the line between the feeble-minded and those possessed of ordinary mental powers, but it is

always possible to distinguish those who are morally controllable from those whose moral natures, because of feeble-mind, are either weak or perverted. If feeble-minded, these women should be received in this institution whether they be diseased or immoral. No barrier should be raised against women of the prescribed age if of the feeble-minded class. It is the duty of the State, by making the entrance easy, to protect itself from increase in the number of degenerates. Much of the pauperism and degeneracy of to-day is due to the failure to segregate and control feeble-minded women in the past. A single family of persons of this class has cost the State of New York more than it has spent for the buildings and the maintenance of the Custodial Asylum since it was first established. The highest interests of the State are promoted by caring for these women and thus preventing the birth of feeble-minded children doomed to lives of dependence, if not of crime. If left to the indulgence of their propensities, or to a freedom which means control by the vicious, the women now in this institution would give birth to at least five thousand children during the period they are to be maintained in the asylum, and the ultimate expense to the State, as well as the crime and pauperism inevitably associated with such births, would be appalling.

SCHOOL AND INDUSTRIAL BUILDING.

The growth of the institution requires the erection of a building to be devoted to school and industrial purposes. Such a building will permit rooms now used for domestic and industrial purposes to be transformed into dormitories, thus permitting a considerable number of new inmates to be accommodated.

ADDITIONAL BUILDINGS.

A careful enumeration of the feeble-minded women who need custodial care shows that this institution must ultimately have a capacity large enough to accommodate properly at least 1,000 inmates and the necessary attendants. As the present capacity is only 550, cottages to accommodate about 500 more inmates will have to be built eventually. It will be both humane and

economical to provide for the erection of several cottages each year until the asylum is completed, as thereby the feeble-minded women of the State will be the more quickly gathered into a safe refuge. If one cottage only is erected each year, the asylum will not reach its maximum capacity until 1910 or 1911, and in the meantime, for want of the necessary shelter and protection, to the hapless women of feeble mind will be born many children to swell the present large number of the undesirable class.

ROME STATE CUSTODIAL ASYLUM.

Like the institution at Newark, the enlargement of this institution is urgently needed. The opening of the last new building for women afforded opportunity for the transfer of inmates from the Syracuse school and the Newark Asylum. The completion of the alterations and repairs now under way will permit further admissions, but will not sufficiently enlarge the asylum to accommodate those who still remain in the two institutions named and who should be transferred immediately, to say nothing of the large number of idiots who now reside in the almshouses.

The total capacity of this asylum is at present 650. Outside of the State institutions there are at least 700 other idiotic persons who require shelter and custodial care. It is impossible to care for them properly in almshouses or in private homes, and it is essential therefore that this institution be enlarged at the earliest possible moment.

HUMANITY.

The function of this asylum is humane—the protection of a most unfortunate class of persons who, without it, are liable to become the subjects of criminal abuse. Their segregation is for the benefit of the State, as well as in the interest of humanity. They should have the treatment and training which can only be given under proper conditions, and the work in this asylum has demonstrated that under such conditions as here prevail, even the apparently helpless idiots can be trained beneficially to a certain extent.

HOSPITAL.

Your committee believes that an essential feature of an asylum of this character is a well-equipped hospital. Up to the present time no provision of this kind has been made. In a population of 650 persons, all of whom are of enfeebled vitality, there is always more or less acute sickness. The sick cannot be properly taken care of in the common dormitories. It is therefore advisable that a hospital be added to the group of buildings, and be fully equipped for the care of the sick.

EMPLOYMENT.

The employment of the inmates of the asylum is a serious problem. Originally intended as an asylum for the "unteachable" class only, it has been found by experience that there are very few who are actually "unteachable." All are benefited by training, and many have been taught to do work which is of value. An industrial building in which the feeble-minded inmates capable of employment may undertake shoemaking, tailoring, dress and garment making, and similar work, will be of great value. At present a great deal of sewing is done by the women. With a proper workshop and equipment, it is stated by the superintendent that all the clothing needed by the inmates could be manufactured on the premises.

DENTAL WORK.

Your committee has been impressed by the remarkable effect which proper care of the teeth here has had upon the inmates, and is of the opinion, from observation of the direct benefits which follow such care, that in asylums of this class the care of the teeth will do much to foster the health of the inmates and control their habits.

Respectfully submitted.

D. McCARTHY,
SIMON W. ROSENDALE,
STEPHEN SMITH, M. D.,
Committee.

REPORT

OF THE

Committee on Soldiers and Sailors' Homes.

REPORT.

To the State Board of Charities:

The Committee of the Board on Soldiers and Sailors' Homes respectfully reports:

The State of New York cares for its dependent veterans in two Homes, one of which—The Woman's Relief Corps Home—receives not only disabled and dependent veterans but also army nurses, mothers and widows of veterans. The only veterans received are those accompanied by their wives. In the Soldiers' Home at Bath men only are cared for. The two institutions are in every way independent, yet each one supplements the other's work.

NEW YORK STATE SOLDIERS AND SAILORS' HOME, BATH, STEUBEN COUNTY.

The committee made its annual visitation on December 23, 1903, accompanied by Inspector Hill.

No changes have been made in the staff of this institution during the year. Colonel Joseph E. Ewell, the Commandant, who assumed charge of the Home January 1, 1903, remains in command, and has demonstrated special fitness and ability in the discharge of the responsible duties of his office.

IMPROVEMENTS.

The new convalescent barrack has been completed and is now in service. The work of increasing the efficiency of the steam plant and the installation of new machinery has gone forward during the year and approaches completion, although a large appropriation will be necessary to provide additional electrical machinery. The increased population and the greater number of buildings to be lighted render such additional power imperative.

Other improvements were made during the year, as from time to time they became necessary. A corps of workmen is kept busy with repairs and in the care of the grounds.

POPULATION.

Including the new convalescent barrack, most of which is used as an annex to the hospital, the Home has now accommodations for 1,950 members. On October 1, 1902, there were 1,721 members present, and 378 others were enrolled but absent on leave. During the year 902 new members were admitted, making the total enrollment 3,001. The discharges numbered 791, deaths 134, leaving enrolled October 1, 1903, only 2,076, of whom, on that date, 358 were absent. The average daily number present for the year was 1,685, and the per capita cost of maintenance was $138.36.

FINANCIAL.

The total receipts of the Home for the year were $358,563.67, of which $32,759.71 were from special appropriations. The ordinary expenditures amounted to $226,042.48, and those for extraordinary purposes and improvements $92,987.62, thus making the total expenditures $319,030.10.

ADMINISTRATION.

The general work of this Home has been very satisfactory during the past fiscal year. The conduct of the members, the discipline, and ordinary routine reflect credit upon those charged with the administration. The great responsibilities connected with the offices of the Commandant, the Adjutant, and the Quartermaster, have been discharged with fidelity and ability, as has also been the work of the Surgeon, the Inspector, and the Chaplains. The latter are unremitting in their attention to the veterans, and have the love and confidence of all the members of the Home.

DISCIPLINE.

That the discipline of the Home has improved may be inferred from the comparative showing of the Canteen during the years 1902 and 1903, as well as by the known facts and deductions concerning the saloons on Belfast street, the principal avenue leading

to the Home. For the year 1902 the receipts of the Canteen were $20,941, and for the year 1903, $16,620.50, a decrease during the latter year of $4,321.50, or 20.64 per cent.

As the entire receipts of the Canteen are made up of sales (principally of beer and tobacco) to the members of the Home, the population having been a little larger than during the preceding year, the decrease indicates either more careful expenditure of pension money by the members of the Home or a transfer of custom to outside saloons. That the former is true is indicated by the fact that although in 1902 there were eighteen saloons on Belfast street, by the close of 1903 the number had decreased to eleven, and the receipts of these places were estimated to have fallen at least 50 per cent, some of the owners having made that estimate of their loss in patronage during the year.

As the Canteen and these Belfast street saloons were the places principally patronized by the members of the Home, it may be inferred safely that a large portion of the pension money which heretofore has been expended for drink is now disposed of in a more satisfactory manner. This inference is borne out by the statement of the treasurer, that much more money is sent to relatives of pensioners than heretofore, and that orders on the pension fund are no longer available except for this commendable purpose.

TUBERCULOSIS HOSPITAL.

One of the most important needs in this Home is provision for the segregation of patients suffering from tuberculosis. Under present conditions these unfortunate patients are scattered throughout the several barracks. Although many are in the hospital under treatment, they are in an advanced state of the disease. The others cannot be taken into the hospital but remain in the general dormitories, and receive such medical attention at the daily sick calls as they require. In the general hospital the wards devoted to tuberculosis patients are overflowing, and as these connect directly with the main hall of the hospital the patients in all the other wards are in danger. It would be well, therefore, if one of the barracks could be devoted solely to members suffering from tuberculosis, for by this segregation all the others would be benefited.

BASEMENTS.

Up to the time when the new convalescent hospital was opened for the reception of patients, the Home was filled to such an extent that there was uncomfortable crowding in all the barracks. Many men were compelled to sleep in basements, and until such time as discharges make vacancies in the dormitories this conversion of basements into dormitories will continue. The basements are unsanitary and entirely unfitted for dormitory purposes. During the day time the men use them as smoking and lounging rooms, and the air becomes very impure.

GUARD HOUSE.

The "Snug Harbor" is located in one of these basements, and, as it is in no way suitable for disciplinary purposes, provision should be made for its removal by the erection of a suitable building wherein the members of the Home needing disciplinary restraint may be cared for under conditions conducive to health. The basement should be abandoned altogether for sleeping purposes.

MORGUE.

The number of deaths shows the necessity of a convenient and properly equipped morgue. The committee has reported this a number of times. At present there are no conveniences for caring for the bodies of the dead, nor for necessary laboratory work. The lack of a building of this character is a very serious inconvenience, especially during warm weather, when bodies must be held frequently a number of days awaiting the arrival of friends of the dead to take the body elsewhere for interment.

LAUNDRY.

The main laundry requires additional facilities for its service. A metallic drying room, wherein clothes can be quickly dried, is a necessity. Besides this, the additional hospital population makes necessary the installation of a 40-horse power engine to drive the present and additional machinery in the hospital laundry. The machinery now in use is no longer capable of accom-

plishing the large amount of daily washing promptly and efficiently. There should be additions, and, to put them into service, an engine will be required.

SANITATION.

The plumbing and sanitary conveniences in a number of the barracks require renovation. Something has been done from year to year to tide over temporary emergencies, but in a number of the buildings the sanitary equipment has reached such a condition that it should be entirely renewed.

BATHS.

Ample bathing facilities are needed for the hospitals. The new convalescent barrack is intended to accommodate 330 men, but it has no bathing facilities of any kind. All domiciled there must go to the general bath house and take their turn in the tubs. Spray baths in this building, as well as in the general hospital, will be of great utility.

HOSPITAL KITCHEN.

The enlargement of the hospital population requires extension of the kitchen and an increase of its equipment. The hospital kitchen was originally planned to do all the work of cooking for the sick, and as the total number of inmates in the hospital was to be under 300, an equipment was provided sufficient for only that number. The addition of the convalescent barrack population of 330 to those whom it must serve, makes it necessary to enlarge this kitchen and increase its equipment.

RECOMMENDATIONS.

The committee was impressed, during its visitation, with the need of additional fire-escapes on some of the buildings, notably barrack G. Other repairs and improvements are also necessary, for which the Legislature will have to make appropriations. These are embraced in the special recommendations which the committee made to the Board at the time of the adoption of its legislative report.

NEW YORK STATE WOMAN'S RELIEF CORPS HOME, OXFORD, CHENANGO COUNTY.

The annual visitation by the committee, accompanied by Inspector Hill, was made December 22, 1903. We regret to report the death, on December 28, 1903, of Mrs. Ellen M. Putnam, Superintendent of the Woman's Relief Corps Home from its establishment to the date of her decease. She was a woman of culture, and had rare administrative ability. The wife of a soldier, she was a friend to those who responded to the Nation's call in the hour of need, and her tender and sympathetic care of the disabled veterans and their wives, who found refuge in the Home, was greatly appreciated. Largely through her efforts the Home was established, and during her superintendency it gradually grew into its present form. Her last thoughts were given to it, and the Home will remain a monument to her work and unselfish patriotism.

During the year cottage D, provided for by chapter 433 of the Laws of 1902, was put under contract, and the work is now almost completed. The building will be ready for occupancy in the spring of 1904. With one more dormitory, the main group of buildings will be practically completed, and the Woman's Relief Corps Home will have reached the maximum capacity for which it was originally planned. This present capacity, including the new cottage, will now be 200, and as during the year 250 persons were enrolled in the Home, it is apparent the cottage has been built none too soon, and that another is needed.

The general work of caring for the inmates has proceeded satisfactorily. The changes in population have been due mainly to death and voluntary discharge. Eighteen persons died during the year, and at its close one hundred and fifty inmates remained.

The greatest needs of the Home are the enlargement of the lighting equipment, and the construction of a conduit for the electric wires. At present the wires are a menace to the safety of the institution, as the swinging cables are frequently in contact with the roofs.

FINANCIAL.

The average per capita cost of support for the fiscal year was $204.36. The receipts from all sources were $51,127.33, and of this sum $23,918.40 were from special appropriations. The expenditures for all purposes amounted to $50,164.48, of which $23,734.40 were for buildings and improvements.

ADMINISTRATION.

The death of Mrs. Putnam left a vacancy in the office of superintendent. This has been filled by the election of Mrs. Eliza C. Owen, who has entered upon the discharge of her duties, and promises to be an able successor of Mrs. Putnam. The general administration continues as heretofore, and is kindly and helpful to those in the Home.

APPROPRIATIONS.

Your committee recommends that the Legislature be requested to make the following appropriations for these two homes.

FOR THE NEW YORK STATE SOLDIERS AND SAILORS' HOME AT BATH.

For general repairs to the buildings and improvement to grounds, $8,000; for plumbing and fixtures in barracks A, B and C, $4,000; for new bakery building, $5,500; for spray baths in convalescent and old hospitals, $1,000; for addition to hospital kitchen for dish-washing room and cold storage, $1,650; for a new morgue, $1,800; for metallic drying room in main laundry, $1,100; for installing a 40-horse power engine to drive present and proposed new machinery in hospital laundry, $1,050; for new carriage house and stable, $2,500; for horse stable and wagon shed for work horses, $3,300; for house of detention or lock-up, $2,500; for purchase and grading of ten acres on the Longwell farm adjoining the old cemetery, to be used as an addition thereto, $2,000; for cement walks, $1,000; for alterations and improvements in engineer's department, $18,825; for converting barrack C annex into a tuberculosis hospital, $5,000; for fire-escape on

Report of the Committee on Craig Colony.

To the State Board of Charities:

Your Committee on Craig Colony respectfully reports that during the year the institution has been visited a number of times and carefully inspected. Its condition, work and progress have been noted from time to time, and a detailed estimate made of its present needs.

PROGRESS.

The growth of this institution is in some respects rapid. So far as the development of the original plan of a colony for epileptics is concerned, each year marks something done toward its realization. The past year has witnessed the completion of some new buildings. Much other work, having in view the general improvement, has been accomplished. Contracts are now in hand under which a number of new dormitory buildings will be added to those already occupied, and before the close of the fiscal year, ending September 30, 1904, it may be that these new dormitories will be ready for service. The appropriation for them was made three years ago, but heretofore the contracts could not be let because approved plans were not ready. The additions to the infirmaries were built this year, and they will be ready for use at the beginning of the new year.

In all departments of the colony some development has taken place. Thus, in the medical department the employment of a pathologist has given opportunity for scientific investigation, and as careful laboratory work is now to be carried forward, valuable results are anticipated.

CLASSIFICATION.

As the number of patients increases, the necessity of a more perfect classification becomes apparent. The needs of the patients, as well as the proper management of the institution,

require such separations as are conducive to the general welfare. The custodial class should be removed from the others. What was said in our report a year ago is true to-day, but the necessity for utilizing existing buildings to the best advantage, as well as the obligation imposed by law upon the institution to receive all classes of patients, a large proportion of whom are feeble and demented and incurable, has, until within the past three years, rendered any serious attempt at a suitable classification impossible. The erection and opening of the infirmary buildings and the other new dormitories, have opened the way for the commencement of a classification of the colonists into groups more or less homogeneous in character. This process of classification will be continued and made more complete as dormitory accommodations are added.

EDUCATIONAL.

Progress is noted again in the educational work of the colony. The epileptic, though his mental processes may be more or less feeble and disconnected, retains a degree of control of his educated muscles. He is able to use his hands in the work to which they are accustomed, although he may not remember events. It is along this line that the educational work of the colony is being chiefly developed; it is the education connected with doing rather than memorizing. The fact that persistent attacks of epilepsy destroy memory and the ability to use the higher mental faculties makes it almost impossible to carry forward much strictly scholastic work. Therefore the development of means for manual instruction and physical occupation has been pursued during the year, as more permanently valuable to the patients than purely scholastic work. Diet, exercise and suitable employment have been found by experience to be three of the most important things in the treatment of epilepsy, and the good results which have followed from their use is a strong argument for the continuance of this method of treatment and its further extension.

NEEDS.

The greatest need of the colony is additional dormitory accommodations. The friends of the large number of dependent epilep-

tics in the several counties make a constant appeal for the enlargement of the institution. Increased dormitory accommodations will permit the removal to the institution of the epileptics now in almshouses and other homes where they are supported at public expense at a much greater per capita cost than if in the colony.

We call attention to the necessity for the erection of a separate isolation pavilion for contagious or infectious diseases. An institution as large as this requires such a pavilion. Ample precautions should be taken by the State to prevent the spread of contagious disease in the colony. A special pavilion of the character suggested will permit the isolation of afflicted persons, and may prevent a great loss of life.

Better roads, walks, and lines of communication between the several groups of buildings are a very pressing need of the colony. In the pleasant weather the natural paths do very well, but in the inclement seasons well built roads and properly laid out and maintained paths are essential.

The other needs of the colony in detail are set forth in the annual report of the Board of Managers, which is hereto appended, and to which we would refer. This report covers all the work of the institution for the year ending September 30, 1903, and shows succinctly the present condition and what is contemplated.

In the United States, Craig Colony is the mother of the colony system of caring for epileptics. A number of the States are now preparing for the establishment of colonies organized along similar lines. It will be wise, therefore, that the State of New York make no mistake in the development of this institution, but that along conservative, well-considered lines the colony continue to go forward toward the ideal institution.

Respectfully submitted.

STEPHEN SMITH, M. D.,
D. McCARTHY,
S. W. ROSENDALE,
Committee.

TENTH ANNUAL REPORT

OF THE

CRAIG COLONY FOR EPILEPTICS

AT SONYEA, IN LIVINGSTON COUNTY, NEW YORK.

TO THE STATE BOARD OF CHARITIES.

Adopted by the Managers at a Meeting in Sonyea Hall at the Colony, October 13, 1908

BOARD OF MANAGERS.

GEORGE L. WILLIAMS.....Buffalo, N. Y.

H. E. BROWN.....Mount Morris, N. Y.

Hon. JAMES H. LOOMIS.....Attica, N. Y.

PERCY L. LANG.....Waverly, N. Y.

DANIEL B. MURPHY.....Rochester, N. Y.

JEANNETTE R. HAWKINS.....Malone, N. Y.

ABBOT L. DOW.....Brooklyn, N. Y.

GEORGE E. GORHAM, M. D.....Albany, N. Y.

Mrs. EDWARD JOY.....Syracuse, N. Y.

PEARCE BAILEY, M. D.....New York city.

E. W. HUFFCUT.....Ithaca, N. Y.

JOHN NILL .....Watertown, N. Y.

OFFICERS OF THE BOARD.

GEORGE L. WILLIAMS..... *President.*

H. E. BROWN..... *Secretary.*

JOHN F. CONNOR..... *Treasurer.*

COMMITTEES.

EXECUTIVE.

JAMES H. LOOMIS, *Chairman.*

H. E. BROWN, GEO. L. WILLIAMS,

PERCY L. LANG, DANIEL B. MURPHY.

VISITING.

DANIEL B. MURPHY, *Chairman.*

H. E. BROWN, JAMES H. LOOMIS.

AUDITING.

H. E. BROWN, *Chairman.*

JAMES H. LOOMIS, DANIEL B. MURPHY.

RESIDENT OFFICERS.

William P. Spratling, M. D. ..... *Medical Superintendent.*
Robert E. Doran, M. D. ..... *First Assistant Physician.*
William T. Shanahan, M. D. ..... *Second Assistant Physician.*
G. Kirby Collier, M. D. ..... *Third Assistant Physician.*
Annie M. Tremaine, M. D. ..... *Woman Physician.*
Herman Gross, M. D. ..... *Medical Interne.*
Truman L. Stone ..... *Steward.*
Miss B. M. Fox ..... *Matron.*
B. Onuf, M. D. ..... *Pathologist.*

ADMINISTRATIVE ASSISTANTS.

Archibald C. McFetridge ..... *Bookkeeper.*
Harry R. Porter ..... *Storekeeper.*
Jessie M. Porter ..... *Stenographer.*
Mary L. Stiegelmaier ..... *Stenographer.*
Chauncey Terwilliger ..... *Apothecary.*
William C. Cooper ..... *Agent.*

TEACHERS.

Marietta Hitchcock, Mary Tracy.
Richard A. Seaborn, *Sloyd Instructor.*

CHAPLAINS.

Rev. J. A. Maley ..... *Resident Roman Catholic.*
Rev. Samuel D. Anderson ..... *Resident Protestant.*

BOARD OF CONSULTING PHYSICIANS AND SURGEONS.

General Consultant.

Frederick Peterson, M. D.....New York city.

Neurologists.

M. Allen Starr, M. D.....New York city.

George W. Jacoby, M. D.....New York city.

Henry Hun, M. D.....Albany, N. Y.

James W. Putnam, M. D.....Buffalo, N. Y.

Surgeons.

Charles McBurney, M. D.....New York city.

Roswell Park, M. D.....Buffalo, N. Y.

John W. Whitbeck, M. D.....Rochester, N. Y.

Nathan Jacobson, M. D.....Syracuse, N. Y.

Physicians.

DeLancey Rochester, M. D.....Buffalo, N. Y.

Charles Cary, M. D.....Buffalo, N. Y.

William S. Ely, M. D.....Rochester, N. Y.

Orthopedic Surgeons.

Henry Ling Tailor, M. D.....New York city.

Louis A. Weigel, M. D.....Rochester, N. Y.

Opthalmologists.

Lucien Howe, M. D.....Buffalo, N. Y.

Wheelock Rider, M. D.....Rochester, N. Y.

George M. Gould, M. D.....Westfield, N. Y.

Gynecologist.

Matthew D. Mann, M. D.....Buffalo, N. Y.

Pathologist.

Adolph Meyer, M. D.....New York city.

THE TENTH ANNUAL REPORT

OF THE

Board of Managers of the Craig Colony for Epileptics for the Fiscal Year Ending Sept. 30, 1903.

To the State Board of Charities:

We present herewith the annual report of the Managers of The Craig Colony for Epileptics for the fiscal year ending September 30, 1903.

The membership of the Board has not changed since our last annual report.

BOARD AND COMMITTEE MEETINGS.

All meetings of the Board and of its committees during the year were held at Sonyea. There were sixteen stated meetings during that time. It appears from the Treasurer's report that the cost to the State of the managers' meetings during the year amounted to $461.61; $127.39 less than was spent for the same purpose last year.

Reports in triplicate to the Governor, the State Board of Charities and the Fiscal Supervisor of Board meetings were made as required by law.

CHANGES IN POPULATION.

The Colony is substantially the same size now as it was a year ago. Its failure to grow was due to the fact that no new buildings have been made ready for occupancy since then. On October 1, 1902, there were 826 patients at the Colony. On October 1st of the present year the number had increased to 831. This will

continue to be our census until new buildings are opened in the spring of 1904, at which time we expect to begin receiving something over 200 more.

We propose to fill up the two infirmaries as rapidly as possible, drawing on the helpless cases in the West House, the Elms, in Primrose Cottage in the women's group, and other places for that purpose. It is hoped that a more desirable class can be taken to fill the vacancies caused by the transfer of feeble cases to the new infirmaries.

THE COST OF MAINTENANCE.

The net per capita cost of maintenance last year was $152.82. Had it not been for the high price of coal during the past year, and the fact that we bought, paid for and stored during the summer, coal for use during the coming winter to the value of several thousand dollars, the per capita cost of maintenance for the year just ended would have been several dollars lower than it was last year. As it is, we think the showing—$155.39—creditable. In arriving at this figure, we first deduct the value of home products, the value of clothing (which is refunded by the counties), the value of miscellaneous sales, including moneys received from reimbursing patients, counting only the amount actually drawn from the State Treasury for the support of each patient. The Superintendent's report shows in detail how the per capita cost has annually decreased as the population increased.

IMPROVEMENTS OF THE YEAR.

We are pleased to report that the additions to the men's and women's infirmaries are progressing satisfactorily and should be ready for occupancy early in the coming spring. We made the contract for these buildings at a per capita cost approximating $340.* This seems to us a very low figure, considering the excellent quality of the work that is being done on them.

We asked for bids for the cottage hotel for which we had an appropriation of $2,500, but failed to secure one within the amount of the appropriation. The building was put up within the appropriation by day's labor and is very nearly ready for use.

*The exact figure cannot be ascertained until the work is finished. Some little extras may be required.

The four cottages for employes for which we had an appropriation of $5,450 were also built by day's labor within the appropriation, after we had twice failed to secure a bid within the amount available. The saving to the state on the "cottage hotel" and the "four cottages for employes," in doing the work by day's labor instead of contract, amounts to $1,029.28.

The root cellar in the garden, for which an appropriation of $1,200 was given us in 1902, is completed and in use.

The pavilion for contagious diseases is also being built by day's labor and should be ready for use by December 1st. We expect to complete this structure for $500 less than the appropriation.

We are at present doing some work in connection with the Kishaqua Creek to prevent floods from destroying more colony land. A considerable sum will be required for a like purpose another year.

The old Shaker grain barn was repaired at a cost of $500. A like amount was spent under maintenance for repairs to the coal trestle in connection with the power plant.

Several buildings have been painted and kalsomined, improving them very much.

PATIENTS AWAITING ADMISSION.

The Superintendent reports that on October 1st there were 390 applicants on file from patients who could not be received on account of lack of room. In addition to this number, there are still several hundred epileptics left in the county almshouses who should eventually become inmates of the Colony.

We have not thought it advisable to ask for money for dormitories another year for the reason that the building now going up, together with the new buildings to be put up under the $40,000 we now have, will not be ready under 12 to 18 months. At the end of that time we expect to receive almost 300 of those on the waiting list. It will take a year or more to admit that number.

THE UTILIZATION OF EPILEPTIC LABOR.

The Superintendent has prepared in detail, data showing the extent to which epileptic labor is available in the work of the Colony. It shows that while such labor is valuable to some extent in almost every department, it falls far short of the value it was thought to have before the colony was founded. We regret that our facilities for carrying on industries are not better. We also regret that our help is not sufficient to train epileptic labor to anything like the extent it should be trained. It has been conclusively shown that, for medical as well as moral reasons, the able-bodied epileptic should be systematically employed.

EARLIER ADMISSIONS DESIRABLE.

It would be an excellent thing if more patients would enter the colony earlier after the development of their disease. Figures given further on in this report show that the average duration of the disease on admission ranges from 11 to 12 years. Notwithstanding this, we are able to report 5% of the possibly curable cases we have received, as recovered, or who bid fair to do so. If more recent cases could be received, we are confident the recovery rate would be much higher.

SPECIAL APPROPRIATIONS REQUIRED FOR 1904.

The most important appropriation the Colony requires another year is one of $22,950 for building a conduit for stem pipes from the power-house to the Villa Flora Group. For the reasons set forth in the report of the Medical Superintendent, we are confident that this expenditure within a few years would be offset by the saving effected. We urge the importance of this item over all others.

We also want an appropriation of $1,500 for painting the interior walls of the four buildings on the Village Green and those of the men's and women's infirmaries. This work will make the interiors of these houses somewhat more attractive than they are at present.

The Colony has always been deficient in living quarters for employes. We ask an appropriation of $800 for finishing off four rooms in the attic of Sonyea Hall for the use of night nurses.

The appointment of Dr. Onuf as pathologist in June last makes it desirable that the Colony be given a liberal appropriation another year for equipping the laboratory. An appropriation of $1,200 for the purpose was wanted this year, but the amount was reduced one-half. The result has been to greatly retard the work in the laboratory. We earnestly request that the appropriation for scientific books and apparatus for the laboratory and hospital another year be $2,500. It seems hardly necessary to call your attention to the great wisdom and value of carrying on such work in the best manner possible.

We also require four more cottages for employes, for which we ask an appropriation of $6,000.

Our failure to secure any money last year or the year before for building roads, walks, and for grading was deeply regretted. We repeat the request made twice before and ask for an appropriation of $12,000 for these purposes. Epileptic labor would be used in this work so far as possible.

The medical and scientific departments require a card index outfit for the proper filing of records. Three hundred and fifty dollars is wanted for the purpose.

Chestnut Cottage at present stands in an undesirable place. It will be impossible to grade or embellish the entrance grounds to the institution until this building is moved. An appropriation of $1,200 is required for the purpose.

The house occupied by the steward is in bad condition. The old sheds in the rear should be torn away and two new rooms added.

There are four buildings in the Villa Flora Group without verandas, which should be added, and which will cost $1,800.

We also want $1,500 for a brick bake oven of size sufficient to do the work when the Colony reaches a population of 2,000.

An appropriation of $5,000 for Repairs and Equipment is required.

We estimate that the epileptic population of the Colony during the fiscal year beginning October 1, 1904, will not be less than 1,000, requiring the sum of $160,000 for maintenance during that year.

SUMMARY OF SPECIAL APPROPRIATIONS REQUIRED IN 1904.

For a conduit for steam pipes from the power house to the women's group, and to connect the buildings on the village green	$22,950
For painting the interior walls of four buildings on the village green, and the two infirmaries	1,500
For finishing off four rooms in Sonyea Hall	800
For medical and scientific books, apparatus and instruments for the laboratory and hospital	2,500
For four cottages for employes	6,000
For materials, apparatus and labor for road construction, walks, grading and planting	12,000
For a card index system for the medical department	350
For moving and repairing Chestnut Cottage	1,200
For repairs and additions to steward's house	1,000
For verandas on four buildings in women's group	1,800
For a brick bake oven for a population of 2,000	1,500
For repairs and equipment	5,000
Total	$56,600

FOR MAINTENANCE BEGINNING OCTOBER 1, 1904. $160,000.

Your attention is again called to our meagre facilities in the way of room for chapel services and for the amusement of patients. We are greatly in need of a Protestant chapel that will seat not less than 1,200 to 1,500, and an amusement hall to seat from 1,500 to 2,000.

The Colony was visited by Dr. Stephen Smith, Commissioner of the State Board of Charities, in September. The Hon. H. H.

Bender, Fiscal Supervisor of State Charities, made two, and the Hon. Geo. L. Heins, State Architect, one visit during the year.

We earnestly ask your aid another year in the much needed development of this important charity.

GEO. L. WILLIAMS, *President.*
H. E. BROWN, *Secretary.*
JAMES H. LOOMIS,
PERCY L. LANG,
DANIEL B. MURPHY,
JEANETTE R. HAWKINS,
ABBOT L. DOW,
GEORGE E. GORHAM,
MARY E. JOY,
PEARCE BAILEY,
E. W. HUFFCUT,
JOHN NILL.

SONYEA HALL, SONYEA, N. Y., *October* 1, 1903.

TREASURER'S REPORT.

To the Board of Managers of Craig Colony:

The treasurer of Craig Colony respectfully submits the following annual report, for the year ending September 30, 1903:

GENERAL FUND—MAINTENANCE.

1902.		
Oct. 1.	Balance treasurer's hands	$3,240 14
	Balance comptroller's hands	6,315 61
	Appropriation, chap. 593, Laws 1902	135,000 00
	Appropriation, chap. 594, Laws 1902	8,000 00
	Clothing	7,749 66
	Private patients	978 90
	Miscellaneous earnings	3,516 72
	Refund	89 13
	Overdraft	655 17
		$165,545 33

Receipts.

1902.			
Oct. 1.	Balance treasurer's hands..	$3,240 14	
	From comptroller	136,500 00	
	From clothing	7,749 66	
	From private patients.....	978 90	
	From miscellaneous earnings	3,516 72	
	From refunds	89 13	
	Bal. comptroller's hands...	12,815 61	
	Overdraft	655 17	
			$165,545 33

Disbursements.

Disbursements less refunds.	$140,395 31	
Disbursements including refunds	140,484 44	
Disbursed to State Treasurer, as per sec. 37, chap. 580, Laws of 1899.....	12,245 28	
Lapsed	6,315 61	
Bal. treasurer's hands.....	.....	
Bal. comptroller's hands...	6,500 00	
		$165,545 33

MACHINERY AND TOOLS FOR TRADES SCHOOL.

(Reappropriated from Chap. 314, Laws 1900, by Chap. 425, Laws 1902.)

1902.		
Oct. 1.	Balance comptroller's hands.....	$16 72

Receipts.

From comptroller	$14 71	
Bal. comptroller's hands...	2 01	
		$16 72

Disbursements.

Total disbursements	$14 71	
Unexpended balance	2 01	
		$16 72

FARM STOCK AND IMPLEMENTS.

(Chap. 330, Laws 1901.)

1902.		
Oct. 1.	Balance comptroller's hands.....	$19 27

Receipts.

From comptroller.....	$19 00	
Bal. comptroller's hands...	27	
		$19 27

Disbursements.

Total disbursements	$19 00	
Lapsed	27	
		$19 27

GENERAL REPAIRS AND IMPROVEMENTS.

(Chap. 330, Laws 1901.)

1902.		
Oct. 7.	Balance comptroller's hands.....	$65 07

Receipts.

From comptroller	.....	
Bal. comptroller's hands...	$65 07	
		$65 07

Disbursements.

Total disbursements	.....	
Lapsed	$65 07	
		$65 07

DORMITORIES REAPPROPRIATED.

(Chap. 330, Laws 1901.)

1902.			
Oct. 1.	Balance comptroller's hands.....		$185 15
	Receipts.		
	From comptroller	$185 00	
	Bal. comptroller's hands...	15	
			$185 15
	Disbursements.		
	Total disbursements	$185 00	
	Lapsed	15	
			$185 15

ADDITIONAL DORMITORIES.

(Reappropriated from Chap. 330, Laws 1901, by Chap. 425, Laws 1902.)

Oct. 1.	Bal. comptroller's hands.....		$88,456 31
	Receipts.		
	From comptroller	$20,566 70	
	Bal. comptroller's hands...	67,889 61	
			$88,456 31
	Disbursements.		
	Total disbursements	$20,566 70	
	Unexpended balance	67,889 61	
			$88,456 31

FEED WATER HEATER, PUMP AND FIXTURES.

(Chap. 330, Laws 1901.)

1902.		
Oct. 1.	Balance comptroller's hands.....	$14 57

Receipts.

From comptroller	$14 18	
Bal. comptroller's hands...	39	
		$14 57

Disbursements.

Total disbursements	$14 18	
Lapsed	39	
		$14 57

MEDICAL BOOKS AND SURGICAL INSTRUMENTS.

(Chap. 330, Laws 1901.)

1902.

Oct. 1. Balance comptroller's hands..... $370 79

Receipts.

From comptroller	$369 27	
Bal. comptroller's hands...	1 52	
		$370 79

Disbursements.

Total disbursements	$369 27	
Lapsed	1 52	
		$370 79

INCIDENTALS—COMPLETION OF INFIRMARY BUILDING.

(Chap. 330, Laws 1901.)

1902.

Oct. 1. Balance comptroller's hands..... $1 50

Receipts.

From comptroller	.....	
Bal. comptroller's hands...	$1 50	
		$1 50

Disbursements.

Total disbursements	.....	
Lapsed	$1 50	
		$1 50

BRICK CONDUIT.

(Chap. 330, Laws 1901.)

1902.		
Oct. 1. Balance comptroller's hands.....		$1,907 84

Receipts.

From comptroller	$1,892 97	
Bal. comptroller's hands...	14 87	
		$1,907 84

Disbursements.

Total disbursements.....	$1,892 97	
Lapsed	14 87	
		$1,907 84

TWO SILOS.

(Chap. 330, Laws 1901.)

1902.		
Oct. 1. Balance comptroller's hands.....		$14 20

Receipts.

From comptroller	$14 20	
		$14 20

Disbursements.

Total disbursements.....	$14 20	
		$14 20

CLEANING AND DRAINING LAND, FRUIT TREES, ETC.

(Chap. 330, Laws 1901.)

1902.		
Oct. 1. Balance comptroller's hands.....		$337 60

Receipts.

From comptroller	.....	
Bal. comptroller's hands...	$337 60	
		$337 60

Disbursements.

Total disbursements.....	.....	
Balance reappropriated by chap. 599, Laws 1903....	$337 60	
		$337 60

HOT HOUSE AND FORCING BEDS.

(Chap. 330, Laws 1901.)

1902. Oct. 1. Balance comptroller's hands.....		$9 47

Receipts.

From comptroller	$7 60	
Bal. comptroller's hands...	1 87	
		$9 47

Disbursements.

Total disbursements.....	$7 60	
Lapsed	1 87	
		$9 47

WATER AND SEWER CONNECTION.

(Reappropriated from Chap. 330, Laws 1901, by Chap. 425, Laws 1902.)

1902. Oct. 1. Balance comptroller's hands.....		$212 66

Receipts.

From comptroller	$72 50	
Bal. comptroller's hands...	140 16	
		$212 66

Disbursements.

Total disbursements	$72 50	
Unexpended balance	140 16	
		$212 66

FURNISHING COTTAGES AND DORMITORIES.

(Reappropriated from Chap. 330, Laws 1901, by Chap. 425, Laws 1902.)

1902.		
Oct. 1.	Balance comptroller's hands.....	$5,391 95

Receipts.

From comptroller	$1,367 08	
Bal. comptroller's hands...	4,024 87	
		$5,391 95

Disbursements.

Total disbursements.....	$1,367 08	
Unexpended balance	4,024 87	
		$5,391 95

FARM STOCK AND IMPLEMENTS.

(Chap. 425, Laws 1902.)

1902.		
Oct. 1.	Balance comptroller's hands.....	$482 25

Receipts.

From comptroller	$337 50	
Bal. comptroller's hands...	144 75	
		$482 25

Disbursements.

Total disbursements.....	$337 50	
Unexpended balance	144 75	
		$482 25

SECURING AND STORING RAIN WATER SUPPLY.

(Reappropriated from Chap. 314, Laws 1900, by Chap. 425, Laws 1902.)

1902.			
Oct.	1. Balance comptroller's hands.....		$28 02
	Receipts.		
	From comptroller	.....	
	Bal. comptroller's hands...	$28 02	
			$28 02
	Disbursements.		
	Total disbursements.....	.....	
	Unexpended balance	$28 02	
			$28 02

FARM TEAMS.

(Chap. 425, Laws 1902.)

1902.			
Oct.	1. Balance comptroller's hands.....		$298 00
	Receipts.		
	From comptroller	.....	
	Bal. comptroller's hands...	$298 00	
			$298 00
	Disbursements.		
	Total disbursements.....	.....	
	Unexpended balance	$298 00	
			$298 00

STORAGE RESERVOIR AND WATER DRAIN.

(Chap. 330, Laws 1901.)

1902.		
Oct.	1. Balance comptroller's hands.....	$925 70

Receipts.

From comptroller	$919 39	
Bal. comptroller's hands...	6 31	
		$925 70

Disbursements.

Total disbursements.....	$919 39	
Lapsed	6 31	
		$925 70

FURNISHING TWO INFIRMARY DORMITORIES.

(Reappropriated from Chap. 314, Laws 1900, by Chap. 425, Laws 1902.)

1902.			
Oct.	1.	Balance comptroller's hands.....	$61 38

Receipts.

From comptroller	$58 95	
Bal. comptroller's hands...	2 43	
		$61 38

Disbursements.

Total disbursements	$58 95	
Unexpended balance	2 43	
		$61 38

GENERAL REPAIRS.

(Chap. 425, Laws 1902.)

1902.			
Oct.	1.	Balance comptroller's hands.....	$2,742 78

Receipts.

From comptroller	$2,671 25	
Bal. comptroller's hands...	71 53	
		$2,742 78

Disbursements.

Total disbursements	$2,671 25	
Unexpended balance	71 53	
		$2,742 78

STEAM DISINFECTING PLANT.

(Chap. 425, Laws 1902.)

Oct. 1. Balance comptroller's hands		$1,425 50

Receipts.

From comptroller	$1,380 00	
Bal. comptroller's hands...	45 50	
		$1,425 50

Disbursements.

Total disbursements.....	$1,380 00	
Unexpended balance	45 50	
		$1,425 50

FOUR COTTAGES FOR EMPLOYES.

(Chap. 330, Laws 1901.)

Appropriation		$4,000 00

Receipts.

From comptroller	$1,463 70	
Bal. comptroller's hands...	2,536 30	
		$4,000 00

Disbursements.

Total disbursements	$1,463 70	
Balance reappropriated by chap. 599, Laws 1903....	2,536 30	
		$4,000 00

FOUR COTTAGES FOR EMPLOYES.

(Reappropriated from Chap. 330, Laws 1901, by Chap. 599, Laws 1903.)

Bal. reappropriation		$2,536 30

Receipts.

From comptroller	$2,498 10	
Bal. comptroller's hands...	38 20	
		$2,536 30

Disbursements.

Total disbursements	$2,498 10	
Unexpended balance	38 20	
		$2,536 30

FOUR COTTAGES FOR EMPLOYES, "F. F."

(Chap. 425, Laws 1902.)

Appropriation		$1,450 00

Receipts.

From comptroller	$1,012 25	
Bal. comptroller's hands...	437 75	
		$1,450 00

Disbursements.

Total disbursements	$1,012 25	
Unexpended balance	437 75	
		$1,450 00

ADDITIONAL BRICK KILN.

(Chap. 425, Laws 1902.)

Appropriation		$800 00

Receipts.

From comptroller	$794 75	
Bal. comptroller's hands...	5 25	
		$800 00

Disbursements.

Total disbursements	$794 75	
Unexpended balance	5 25	
		$800 00

BRIDGE ACROSS KISHAQUA CREEK.

(Chap. 425, Laws 1902.)

Appropriation	$7,500 00

Receipts.

From comptroller	$3,426 45	
Bal. comptroller's hands...	4,073 55	
		$7,500 00

Disbursements.

Total disbursements	$3,426 45	
Unexpended balance	4,073 55	
		$7,500 00

FIRE PROTECTION.

(Chap. 425, Laws 1902.)

Appropriation	$1,000 00

Receipts.

From comptroller	$911 30	
Bal. comptroller's hands...	88 70	
		$1,000 00

Disbursements.

Total disbursements	$911 30	
Unexpended balance	88 70	
		$1,000 00

PAINTING INTERIOR WALLS.

(Chap. 425, Laws 1902.)

Appropriation	$1,350 00

Receipts.

From comptroller	$1,349 09	
Bal. comptroller's hands...	91	
		$1,350 00

Disbursements.

Total disbursements	$1,349 09	
Unexpended balance	91	
		$1,350 00

RESETTING AND REPAIRING BOILERS.

(Chap. 425, Laws 1902.)

Appropriation	$1,000 00

Receipts.

From comptroller	$982 00	
Bal. comptroller's hands...	18 00	
		$1,000 00

Disbursements.

Total disbursements	$982 00	
Unexpended balance.....	18 00	
		$1,000 00

ROOT CELLAR.

(Chap. 425, Laws 1902.)

Appropriation	$1,200 00

Receipts.

From comptroller	$1,196 60	
Bal. comptroller's hands...	3 40	
		$1,200 00

Disbursements.

Total disbursements	$1,196 60	
Unexpended balance.....	3 40	
		$1,200 00

REPAIRS TO GRAIN BARN.

(Chap. 425, Laws 1902.)

Appropriation		$500 00
Receipts.		
From comptroller	$499 04	
Bal. comptroller's hands	96	
		$500 00
Disbursements.		
Total disbursements	$499 04	
Unexpended balance	96	
		$500 00

COTTAGES FOR EMPLOYES, "G. G."

(Chap. 425, Laws 1902.)

Appropriation		$2,500 00
Receipts.		
From comptroller	$1,595 85	
Bal. comptroller's hands	904 15	
		$2,500 00
Disbursements.		
Total disbursements	$1,595 85	
Unexpended balance	904 15	
		$2,500 00

MEDICAL BOOKS AND INSTRUMENTS.

(Chap. 585, Laws 1903.)

Appropriation		$600 00
Receipts.		
From comptroller	$35 95	
Bal. comptroller's hands	564 05	
		$600 00

Disbursements.

Total disbursements	$35 95	
Unexpended balance	564 05	
		$600 00

REPAIRS AND EQUIPMENT.

(Chap. 585, Laws 1903.)

Appropriation	$4,000 00

Receipts.

From comptroller	$1,109 59	
Bal. comptroller's hands...	2,890 41	
		$4,000 00

Disbursements.

Total disbursements	$1,109 59	
Unexpended balance	2,890 41	
		$4,000 00

All of which is respectfully submitted.

JOHN F. CONNOR,
Treasurer.

We hereby certify that we have examined the foregoing report of John F. Connor, Treasurer, and compared the same with the Treasurer's books, bank accounts, vouchers, and the books of the Institution, and that such report is correct to the best of our knowledge and belief.

H. E. BROWN, *Chairman.*
JAMES H. LOOMIS,
DANIEL B. MURPHY,
Auditing Committee.

October 28, 1903.

REPORT OF THE MEDICAL SUPERINTENDENT.

FOR THE YEAR ENDING SEPTEMBER 30, 1903.

SONYEA HALL, SONYEA, N. Y., *October* 1, 1903.

To the Board of Managers of the Craig Colony for Epileptics:

CONCERNING GROWTH.

The increase in population during the year just ended was smaller than any year since the Colony was established in 1896.

The gain in population in 1896 was 133; in 1897, 81; in 1898, 108; in 1899, 56; in 1900, 234; in 1901, 131; in 1902, 83; while during 1903 it was 5 only. Failure to grow during the last period was largely due to the delay in the completion of new buildings under an appropriation of $90,000 given the Colony by the Legislature of 1901.

There are two new buildings at present in process of construction that should be ready for occupancy by April or May, 1904. We also have $40,000, appropriated last spring, for four cottages in the Villa Flora Group, the plans for which have not yet been approved.

There are now 831 patients at Sonyea. The buildings now going up, together with those to go up under money now in hand, will provide for a total population of 1,100 or thereabouts. It is not probable that this number will be reached before the summer of 1905.

HUNDREDS AWAITING ADMISSION.

The last census (October 1, 1902) of dependent epileptics in the State awaiting admission to the Colony showed a total of 612. On October 1, 1903, there were 390 applications on file at the Colony from patients we could not take on account of lack of room.

CHANGES IN POPULATION.

A year ago we had 826 patients, 494 males, 332 females; since then we have received 160 more, 72 males, 88 females. During the same period we lost, through discharges, deaths and transfers, on account of insanity, to other institutions, 155; 83 males, 72 females, leaving the census on September 30, 1903, 831; 483 males and 348 females.

Among the discharges of the year were 29 males and 22 females as improved, 17 males and 16 females as unimproved, 7 males and 6 females as insane (sent to State hospitals), 1 male and 2 females as recovered, while 7 males left the Colony without permission. These constituted less than 1% of the number under treatment, which is exceedingly small considering the full opportunity most of the patients have for leaving the premises at any time.

THE CURABILITY OF EPILEPSY.

The great majority of epileptics admitted to the Colony are palpably incurable on admission. Less than 1½% of them have had the disease less than a year, while many have had it from 30 to 40 years. Fully 50% who enter show mental impairment in some form or degree, being either demented, feeble-minded, imbecile, idiotic or insane. The law was drawn to exclude the latter, but the dividing line between epilepsy and insanity is often so frail and so constantly shifting that improper cases are often received.

Taking the 1,286 cases admitted to October 1, 1902, and deducting one-half as wholly incurable, we have 643 more or less chronic cases left. From this number we can report 16 as cured, all of them having gone from two to five years or more without an attack; and 15 others who bid fair to make a complete recovery, these having gone a year and half or over without an attack. Add these and we have 31, practically 5% of the possibly curable cases. It seems fair to say that even with the chronic cases we receive, we may expect recovery in 5%.

If one-half of our admissions could be within the first year or so of the disease, the number of recoveries could be doubled. If all could be taken within that time, a still larger percentage of cures could be effected.

This is one reason why the recoveries in insanity exceed those of epilepsy. The insane person is at once placed under proper treatment. The form of his malady demands this. The epileptic is not often troublesome at first and is temporized with at home until his malady is beyond eradication, then he is sent to some institution. Too often he is dosed with patent nostrums at home that in the end do him enormous harm. Scores of such cases come to my notice annually.

We find the following proportion of cures given by the more recent writers on epilepsy: Nothnagel, from 4% to 5%; Laehr, 6%; Ackerman, 7.6%; Dana, 5% to 10%; Wildermuth, 8.5%; Habermaas, 10.3%; Alt, 12.5%; Turner, 10.2%.

LONG CONTINUED TREATMENT REQUIRED.

It is impossible to cure epilepsy under some years. The attacks may be suppressed in less time than that—in some within a few months—but suppression is one thing, while *cure* is another. A recent noted English writer puts the period that should elapse between the time of the last seizure and the time the patient can be called cured, at 9 years.

MORE MALES THAN FEMALES HAVE EPILEPSY.

The disproportion in the number of the two sexes admitted to the Colony does not indicate the normal ratio of difference in those who have the disease. We have admitted more males, partly because our accommodations for them have been greater. All the old Shaker buildings west of the Kishaqua Creek, capable of accommodating 200, were given over to males because it was inadvisable to keep the two sexes in close proximity.

We have established the fact (through an analysis of 68,040 cases collected from the literature in this country and in Europe and running back to 1854) that more males than females in ratio of 20 of the former to 16 of the latter suffer from epilepsy. Out of 68,040 cases thus analyzed, 36,865 were males, 31,175 females. Up to the age of 20 years, the ratio is substantially the same; after that alcoholism, trauma (due to occupation) and syphilis all serve to increase the ratio in males.

EPILEPSY AS A CAUSE OF INCOMPETENCY AND DEPENDENCY.

While many epileptics at the Colony possess a high degree of intelligence and show the results of careful training to make their services of value in many ways, the majority of them are unable to take any active part in Colony life.

Prior to the establishment of the Colony, it was argued that such a community might become largely self-supporting. So it could if none but selected cases were received and *every case properly trained.* To this time our facilities for training have been inadequate.

A careful selection of patients would debar more than 50% of all who apply. The epileptic of the type to seek State aid is largely dependent in the Colony for the same reasons that made him dependent outside of the Colony. If he could have supported himself outside, he would have had no need, in this respect, to become a member of the Colony community. While it is true that many become better producers under the stimulus and advantages of Colony life, the fact remains that their disease even here denies to the great majority of them the right to produce anything like the value of their support.

To say that 10% of the colonists at Sonyea earn the cost of their maintenance would be a liberal estimate. Some 4% to 5% do more than that, but the vast majority can earn nothing, as the following data carefully made so conclusively shows:

TABLE SHOWING THE RESULTS OF TESTS OF THE GENERAL INTELLIGENCE IN 801 PATIENTS AT THE CRAIG COLONY, OCTOBER 1, 1903.

		Men.			Women.		
		Yes.	No.	Total.	Yes.	No.	Total.
Can patient tell	name	441	22	463	319	19	338
	age	357	106	463	278	60	338
	year	312	151	463	222	116	338
	month	305	158	463	233	105	338
	day of week	331	132	463	244	94	338
	when born	343	120	463	220	118	338
	in what year born	271	192	463	152	186	338
	name of last residence	363	100	463	255	83	338
	name of institution	348	115	463	234	104	338
	how long here	320	143	463	233	105	338
	sign name	331	132	463	246	92	338

The above table shows that out of 801 patients at the Colony on October 1st, 41 could not tell their names; 166 their age; 267 the year; 263 the month; 226 the day of the week; 238 when they were born; 378 the year of their birth; 183 their last place of residence; 219 the name of the institution they are now in; 248 the length of time they have been here; while 224 could not write well enough to sign their names.

	FORMER OCCUPATION—MEN.			PRESENT OCCUPATION—MEN.	
1	Skilled workmen	53	1	Housework	84
2	Laborers	51	2	Farm	37
3	Farmers	37	3	Kitchen and dining-room	70
4	Office helps	25	4	Garden	18
5	Students	24	5	Brickyard	33
6	Machinists	9	6	Engineer's department	10
7	Railroad employes	4	7	Lawns	9
8	Stablemen	4	8	Clerks	6
9	Sailors	2	9	Carpenter shop	11
10	Minister	1	10	Tailor shop	6
11	Agents	11	11	Bake shop	3
12	Letter carrier	1	12	Mattress shop	5
13	Peddler	1	13	Paint shop	3
14	Teacher	1	14	Broom shop	1
	None	239	15	Printing shop	1
			16	Butcher shop	1
			17	Shoemaker	1
			18	Plumber	1
			19	Barber	1
			20	Janitor R. C. chapel	1
			21	Bootblack	1
			22	Teamsters	3
			23	Laundry	3
			24	Messengers	4
			25	Blacksmith	1
				None	149
	Total	463		Total	463

The above table shows that the male patients on entering the colony increased the number of their occupations from 14 to 25, and that while 239 of them on admission had no occupation, this number under the Colony system had shrunk on October 1st to 149, the rest having found some form of vocation. Had our force of employes been sufficient, many of those still unemployed would have done some work that would have resulted in their material improvement in every respect. Suitable occupation, systematically observed, is a factor of value in the treatment of the disease.

Former Occupation—Women.			Present Occupation—Women.		
1	Housework	87	1	Housework	105
2	Sewing	13	2	Sewing-room	36
3	School girls	13	3	School girls	46
4	Domestics	21	4	Kitchen	20
5	Teachers	2	5	Laundry	16
6	Factory employes	5	6	Ward work	17
7	Clerks	2	7	Dining-room	9
8	Milliner	1	8	Office	2
9	Cigarette maker	1		None	87
10	Laundress	1			
11	Lace maker	1			
12	Cash girl	1			
13	Bookbinder	1			
14	Nurse	1			
	None	188			
	Total	338		Total	338

Here we find a decrease in the number of occupations followed by the women after entering the Colony, it being impossible to place the great variety of vocations at their command in the Colony as they can get outside of it; while their disease itself denies them the right of following such vocations. Those who had work as "teachers," "clerks," "cash girls," etc., had to give it up when they became epileptic.

At the same time, we note that while 188 had no occupation on admission, once established under the Colony life this number was reduced to 87, 101 more finding useful employment.

MENTAL AND PHYSICAL CONDITIONS IN EPILEPSY.

As further showing the condition of 801 epileptics at the Colony that tends to unfit them for duty in its economic life, as well as to show the evil effects of the disease on mind and body, we note that the *Physical Condition* in 270 was good; in 442, fair; in 89, poor; while the *Mental Condition* in the same cases was good in 101, fair in 186, enfeebled in 286, demented in 96, imbecile in 131, while 19 were idiotic.

AGES.

In the same cases, 17 were under 10 years of age; 114 from 10 to 15 years; 158 from 15 to 20 years; while 540 were 20 years and over.

All this goes to show that epilepsy is a destructive disease unless its treatment is commenced early and vigorously prosecuted for many years; that when subjected to long neglect the epileptic is of little use in the economic life of any communtiy unless he is properly trained; that when this is done and he is encouraged to aid himself in every way possible, he frequently falls short of self-support; and that he needs help from the State as much as any class.

To this time the Colony's doors have been opened as wide to the helpful and helpless alike as its limited facilities would permit. While we would like to see it a more largely self-sustaining community, we fear that the limitations then set on the class we could receive would too greatly narrow the present wide scope of its usefulness in relieving hundreds of homes of a grievous burden.

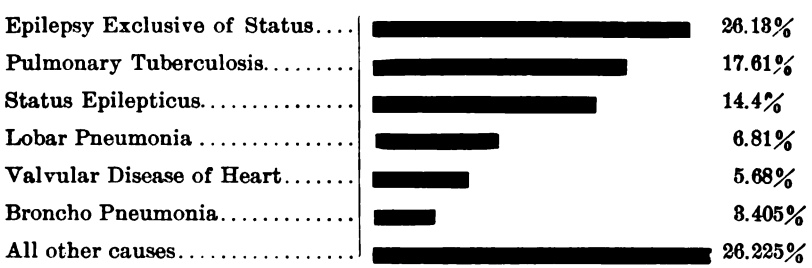
Humanity must ever outweigh unnecessary economy.

TABLE SHOWING PERCENTAGE OF DEATHS DUE TO CAUSES SPECIFIED.

General Diseases 1.13%	Diseases of Nervous System 44.8%	Diseases of Circulatory System 9.6%	Diseases of Respiratory System 30.6%	Diseases of Digestive System 4.5%	Diseases of Genito-Urinary System 3.9%	Violence 5.1%

All deaths under "Violence" were more or less directly due to epilepsy, and included one suicide, two from drowning, and six from railroad accidents.

TABLE SHOWING PRINCIPAL SINGLE CAUSES OF DEATH IN 176 CASES.



The above table is interesting in that it shows a decrease in the mortality rate due to status epilepticus now as compared with some years ago when 23% of all deaths at the Colony were due to this cause alone. Regular Colony life lessens the liability to status.

It also shows that one death in every four was due to epilepsy. It is a mistake not to regard epilepsy as a grave disorder.

SHOWING DEATH RATE, AVERAGE AGE AT DEATH, AND AVERAGE RESIDENCE AT COLONY, BY YEARS, SINCE OPENING OF COLONY, JANUARY 27, 1896.

YEAR.	Average daily population.	Number of deaths.	Average age at death.	Average time at Colony.	Death rate.
January 27, 1896, to October 1, 1896.....	83	1	30	1 mo.	1.2%
1897	175	8	35.8	6.75 "	4.57%
1898	251	14	28.7	13.8 "	5.57%
1899	355	8	27.8	17 "	2.25%
1900	502	28	31.4	20.2 "	5.57%
1901	676	36	27.9	24.4 "	5.34%
1902	762	33	29.5	33.8 "	4.33%
1903	824.709	48	25.16	43.4 "	5.81%

The low death rate of the first year was due to the fact that we had only a few patients for 8 months in that year.

The slight increase in the rate for 1903 was due to a steadily increasing feeble class. We may expect a little higher rate in future on account of the same cause.

EPILEPTICS ARE PRONE TO DIE YOUNG.

The average age at death in the 48 epileptics who died at the Colony during the past year was 26.16 years. In a total of 220 cases the average was a fraction over 29 years.

The epileptic's lease on life is shorter than that of the insane by 15 to 20 years. This is largely due to the fact that epilepsy is commonest before the 20th year, while insanity is commonest between 35 to 45.

NOTES ON EPILEPTIC SEIZURES AND THEIR RESULTS.

A record is kept of all seizures, day and night. During the year 104,445 were recorded.

It is interesting to note just here the possible influence of season and occupation on the frequency of attacks.

During January, February and March last the men had respectively 5,718, 5,320 and 6,363 seizures.

In July, August and September, they had 4,735, 4,922 and 4,723, a difference of 3,011 in favor of the latter period.

To what extent climatic conditions alone favored this decrease it is difficult to determine. It was very probably due as much or more to the influences of outdoor life when good weather made it possible.

During January, February and March of the same year, the women had attacks as follows: 3,250, 2,929 and 3,258, a total of 9,437.

During July, August and September, they had respectively 3,439, 3,636 and 3,429, a total of 10,502.

Had the women indulged in outdoor life with the same freedom and persistency the men did, they would probably have enjoyed a similar reduction in the number of their attacks.

As the Colony grows, it should recognize the necessity for more open-air employment for the women. A well-rooted prejudice against field and garden work for women, not only on the part of the patients themselves, but of their friends and relatives, must be neutralized before the plan can meet with success.

Epileptic destructiveness is proverbial. It is not so often intentional as it is unavoidable. Great havoc is often wrought under the duress of epileptic frenzy. No other class of persons receiving public care destroy clothing, furniture, bedding (especially), crockery, etc., to the extent that epileptics do. It is a common thing to have 500 pieces of bedding and clothing soiled and torn at the Colony daily as the result of epileptic seizures. I have seen all the crockery on three dining tables (valued at $12) broken by an epileptic during one seizure.

The fury attending some attacks is beyond conception.

Minor accidents and injuries are common, and include mostly cuts, bruises, dislocations and fractures, all received during seizures. During the past year the men had 184 such accidents, the women 171. Occasionally personal combats between patients cause injuries. One patient while standing at the top of a flight of stairs had a seizure, was tossed head foremost down the stairs, striking on the back of his head on a cement floor. Death resulted in half an hour from a fracture of the skull.

Assaults on attendants by epileptics are common. A few show premeditation on account of a fancied grievance, but most of them are committed under sudden impulse. To this time we have happily escaped fatal results.

Epileptic irritability is a product of the disease, and is most apt to become prominent just before a seizure.

The comparatively sane epileptic is no more difficult to live with when free from seizure influences than any other person. His unpleasant qualities come from his unfortunate malady. All do not show such effects, but many do, as all who have cared for epileptics can testify.

COMMUNICABLE DISEASES.

We are pleased to report almost complete freedom from communicable diseases of all kinds during the year. Two boys had diphtheria. They were isolated in a tent and made good recoveries under antitoxin.

It seems extraordinary that there has never been a case of typhoid fever among the patients at the Colony. Some years ago an employe whose work took him daily to a neighboring village that was infected with typhoid, had a mild attack of it. We attribute our freedom from it to the purity of Colony water and the excellence of its sewerage system.

No better health resort than Sonyea could be found.

TRAINING SCHOOL FOR NURSES.

This school continues a valuable adjunct to the work of the medical department. Our regret is that all who meet the requirements of its two years' course and get their diplomas, cannot be encouraged by receiving some advance in pay. $16 to $18 a month for 12 hours' labor daily is not enough. Only a few are paid $25.

Three men and eight women were graduated from the school last June.

PART PAY PATIENTS.

A new law (chapter 356, Laws 1902) permits the Colony to receive patients who pay a part or all of the cost of their maintenance. The plan serves a good purpose in letting worthy indigent patients pay something that they may be relieved of the charge of complete indigency. Since his appointment last November, the agent has personally investigated 738 cases with regard to their ability to pay wholly or in part. He reports 65 who can annually pay from $25 to $150—the total being $5,125. Those found wholly indigent—673—were not required to pay anything.

CONCERNING THE COST OF MAINTENANCE.

As our population increases, the per capita cost of maintenance decreases. In 1898, we had, in round numbers, 251 patients, when the annual cost was $300.02; in 1899 we had 355 patients, when the annual cost was $216.31; in 1900 we had 502 patients, when the annual cost was $172.04; in 1901 we had 676 patients, when the annual cost was $164.42; in 1902, 762 patients, when the annual cost was $152.82; while in 1903, with a daily average of 824.709 patients, the annual net cost of maintenance was $155.39.

Had we not bought and paid for a large supply of coal out of last year's funds,* the per capita cost would have been several dollars lower than last year.

(See Steward's report for cost of coal during past year.)

* We had on hand and paid for on October 1, 1903, 1,000 tons egg coal, enough to last us until March 1 or 15, 1904, besides enough nut coal to last until January 1, 1904, the latter also paid for.

The $155.39 spent for the maintenance of each patient last year represents the amount drawn from the State treasury and which was not replaced. Moneys received from the sale of produce, for patients' clothing, and from reimbursing patients, is not counted as expended by the State—all of it being refunded.

Not only does an increasing population decrease cost, but an increasing income from several sources helps to accomplish the same purpose.

TABLE NO. 2—ATTENDANCE AND COST.

Attendance for Fiscal Year Ending September 30, 1903.

1. Number of patients under care October 1, 1902	826
2. Number of patients admitted during fiscal year	160
3. Number of patients discharged or died during the year	155
4. Number of patients under care October 1, 1903	831
5. Average daily population for the fiscal year ending September 30, 1903	824.709

Expenditures for the Fiscal Year Ending September 30, 1903.

1. Salaries and wages of officers, assistants and employes	$58,147 44
2. Expenses of managers, officers and agent	*1,436 91
3. Cost of provisions	35,992 15
4. Total cost of maintenance	140,395 31
5. Per capita cost of maintenance (net)	†155 39

INDUSTRIES.

Some progress was made during the year in the development of industries. With a donation of $75, we bought broom making apparatus and during the year turned out 67 dozen brooms at a cost of 11 cents each. Through this industry alone we will effect an annual saving of about $100. The prison brooms we had been using were poor in quality and cost 23 cents each.

If it could be arranged, we would like to use our home product funds for equipping shops for the manufacture of clothing, shoes

*$308.53 of this amount was spent by resident officers away from the Colony on State business such as examining patients, buying supplies, etc.; $461.61 was spent by the twelve Managers in attending the Board meetings at Sonyea; while $662.77 was spent by the agent for travelling expenses in examining into the financial condition of patients' relatives.

†This does not include the amount advanced by the State for clothing of patients and which is refunded by the counties or money received from reimbursing patients, or that received from miscellaneous sales.

and tinware, and for bettering our dairy facilities. We have a goodly sum in this fund on deposit in Albany now.

PLANNING TO CONCENTRATE THE MEDICAL WORK.

There are now 25 buildings on the Colony in which patients live. They are scattered far and wide, some of them more than a mile apart. The physicians are required (so far as possible) to see all the patients daily. To do this causes them to spend two to three hours walking over the place each day. The physicians should find their time more fully occupied in doing scientific work. To improve the medical service, we are planning a large addition to the Hospital to contain rooms for an outdoor department. In this department the bulk of the medical work will be done. It will be equipped with the requisite instruments of precision and the work in it conducted in close conjunction with the laboratory. An enlarged medical library will be in the new Hospital wing, together with a large fireproof vault for all scientific records.

It serves no good purpose for epileptics to seek medical advice daily. It is usually sufficient for the physician to see them once or twice a week. The very fact that they are under the satisfactory regime of colony life is in some cases treatment enough.

EYE STRAIN AND EPILEPSY.

Dr. Geo. M. Gould of Philadelphia has long been of the opinion that epilepsy is not infrequently caused by eye strain, the relief of which would cure the disease. In my last annual report (p. 46) reference was made to the work of Drs. Gould and Bennett in carefully examining and fitting 68 patients at the Colony with glasses. We quote from the report referred to in part as follows:

"The preliminary report of this work published by Drs. Gould and Bennett in 'American Medicine' for September 18, last, is full of interest. Among other things the report states:

"'The astonishing fact, and one that we think deserves most serious attention, is the enormous proportion among these patients of cases of injurious astigmatic and anisometropic defects.

Sixty-seven of 68 had astigmatism and it is noteworthy that about one-half of the entire number of patients had unsymmetric astigmatism, a defect which almost invariably produces the most injurious results upon cerebral and assimilative function. * * * We do not say that these high and most injurious ametropic defects caused the epilepsies of these patients; that can only be determined in future by the careful records of seizures to be kept and compared with those of the past.'

"If there is anything of value in the treatment of epilepsy along this line, we are anxious to know it, and all patients so carefully fitted with glasses by Drs. Gould and Bennett, are being especially observed so that in a year or so we may make comparisons of their seizures before they wear glasses and after."

We regret having to report disappointing results. The table that follows shows that one patient only out of the 68 experienced any benefit in his disease while wearing glasses. This man's attacks were usually severe and were preceded by a definite bilateral motor aura. His mental condition was unimproved and he has now gone 10 months without a seizure. He had 4 attacks in October and 4 in November after being fitted with glasses late in August, 1902.

Several (4 or 5) patients declared that they experienced relief from headache and were able to read with greater comfort with glasses than without them.

TABLE SHOWING RESULTS OF EYE WORK.

Males.				Females.			
Case No.	No. Attacks During 3 Mos. Prior to Wearing Glasses.	No. Attacks During 3 Mos. Following Wearing of Glasses.	No. Attacks During 6 Mos. Following Wearing of Glasses.	Case No.	No. Attacks During 3 Mos. Prior to Wearing Glasses.	No. Attacks During 3 Mos. Following Wearing of Glasses.	No. Attacks During 6 Mos. Following Wearing of Glasses.
1.....	69	*29	29	1.....	57	59	119
2.....	2	4	22	2.....	9	14	25
3.....	12	8	8	3.....	1	....	....
4.....	7	13	28	4.....	5	10	19
5.....	6	2	6	5.....	7	7	24
6.....	14	21	36	6.....	79	16	204
7.....	11	112	138	7.....	22	4	41
8.....	23	11	31	8.....	1	1	3
9.....	23	8	19	9.....	....	....	....
10.....	....	9	9	10.....	....	....	....
11.....	....	1	3	11.....	....	3	9
12.....	3	3	7	12.....	202	105	344
13.....	9	16	20	13.....	14	14	17
14.....	6	4	11	14.....	....	....	....
15.....	....	....	....	15.....	4	10	14
16.....	4	1	3	16.....	36	42	73
17.....	3	4	8	17.....	6	....	7
18.....	306	222	400	18.....	....	....	....
19.....	....	....	....	19.....	17	23	36
20.....	24	24	43	20.....	7	4	8
21.....	3	†3	....	21.....	1	§3	....
22.....	33	33	50	22.....	26	32	64
23.....	11	3	23	23.....	48	59	89
24.....	24	14	29	24.....	50	59	83
25.....	35	32	35	25.....	22	14	24
26.....	74	85	185	26.....	17	50	99
27.....	2	‡6	....	27.....	1	6	12
28.....	4	10	17	28.....	12	21	40
29.....	33	56	107	29.....	3	2	6
30.....	....	....	6	30.....	2	8	17
31.....	25	31	50	31.....	7	11	17
				32.....	2	2	3
				33.....	12	13	29

On bringing the results to Dr. Gould's notice, he said: "The unsatisfactory results do not affect the fundamental fact that in a certain proportion of cases the cause, or a contributing

cause, may be, and is, eye strain. The results at Craig Colony, I suspect, are due to the fact that in chronic cases and under the conditions, cure is not to be expected. Even in the younger patients, the constant attention of the occulist and of optician is requisite, and this could not be supplied at the Colony.

"I have had one case of typical grand mal in private practice, free now from attacks for four years; the cure due to relief of eye strain. In general, however, the result of the test at Craig Colony re-emphasizes the old truth that the cure of epilepsy consists in its prevention. If proper glasses could be given as a preventive measure in young epileptics, and the care of occulist and optician insured, I have no doubt that epilepsy could be warded off in a certain proportion of cases."

While it is true that the patients who wore glasses here were not under the constant care of an occulist or optician, they were carefully selected from among several hundred at the Colony, their glasses were carefully and accurately fitted by an expert optician, and they were looked after daily for a year thereafter by a member of the Colony staff.

It may be noted elsewhere in this report that we have a right to expect a cure in 5% of chronic cases such as the Colony to this time has received.

PRACTICAL NOTES ON COLONY BUILDING.

Ten years' work at Sonyea has taught us something of the system that should apply in Colony building for the defective classes generally. The diagrammatic illustration presented shows all the necessities of Colony life, which come under four heads, as follows:

CLASSIFICATION; TREATMENT; OCCUPATION; EDUCATION.

None of these can be omitted if success is to be obtained.

No matter how large or how small the proposed Colony estate may be, the plan is still adaptable. The chief points about it are these:

First: The location within easy reach of all features that pertain to administration. These are named in the center circle.

Second: The approximation of the best class of patients to the administrative center. This class occupies the smallest and most desirable houses.

Third: The great intermediate class is placed in the middle circle, where they occupy houses a little larger than those in the first circle, and much smaller than those in the outermost one.

Fourth: In the outermost circle are large buildings midway between houses and institutions that harbor the feeble, the helpless, the demented and idiotic, and those who become insane, especial provision being made for the latter. Classification for this class is of but little value.

It is not meant that the buildings in any of the circles should occupy a definite relationship to one another. The main thing is the location of the several groups relative to a common center. The observation of this principle lessens the cost and eases the burdens of administration.

THE GROWING VALUE OF THE COLONY SYSTEM; TIME A REQUISITE FOR SUCCESS.

Those who build colonies will find it no easy task. We agree with the founders of Maghull Home for Epileptics (in England), when they say:

"Some time after the Home commenced, we wondered whether we would ever be able to make and keep the patients happy. Brooding discontent seemed to sit on every brow; letters home overflowed with complaints, and the desire to leave was almost universal. At the end of ten years, the great majority of the patients have pleasant looks; are entirely happy; their life is fully occupied; whilst work, recreation and gossip engage their faculties nearly, if not quite, as thoroughly as they do those of healthy people."

The first few years at Sonyea were discouraging in some respects in the extreme. We could neither classify, educate nor

suitably employ those who came in. They were homesick, out of harmony with their surroundings and unadjusted to each other. The vast majority were ignorant of trades or vocations. They spent the days alike in idleness and discontent, often quarreling among themselves, and they often ran away.

They had not the faintest idea of system, order, or discipline. They came from private homes, from institutions of all kinds, from reformatories and some from jails where they had been unjustly sent for crimes for which they were not responsible. Some were young, while many were 70 years and over; some were highly educated, some ignorant to a painful degree; some were idiots, some imbeciles, some demented.

All these were thrown together in close companionship, and we were confronted with the problem of converting them into beings of order, into makers of sustenance and community factors whose influence on each other and on the Colony at large would be good.

The process of reconstruction, the tedious assimilation of the idle, the ignorant, the unruly and the depraved; the teaching of those willing and anxious to learn, with our limited and often wholly inadequate facilities, were enormous tasks of slow progression.

Gradually they were placed in definite positions, one by one; gradually they learned how to do, what to do, and when.

The majority advanced, passing from uselessness to usefulness; some could only hold their own; a few retrograded, for no system could save them. The process of regeneration had been neglected too long.

And so after many years the picture is changed.

Out of chaos has come order; out of discontent, a well-nigh general satisfaction; out of ignorance, useful knowledge; out of absolute dependency, a fair ability in many cases to earn much in the way of self-support.

The Craig Colony for Epileptics was founded to meet an ideal. This has not yet come. It may be attained in the future, but as yet the Colony is far from complete—its homes are unfinished,

its industries undeveloped, its roads and walks unbuilt, its lawns ungraded, its finest landscape embellishments exist only on paper, while its scientific work is hardly begun.

These will come in time. Until then the training of the epileptic, the greatest common necessity of Colony life, will go on. Therein lies its greatest community value.

PERMANENT IMPROVEMENTS MADE UNDER CONSTRUCTION DURING THE YEAR

ADDITIONS TO THE INFIRMARIES.

The most important improvement of the year was the beginning of the additions to the men's and women's infirmaries. Contracts for these were let last January and work was commenced in April. The contractor's inability to secure materials and labor as required prevented the completion of the buildings within the contract time (September 1, 1903). It is not probable they will be ready for occupancy before April 1, 1904.

Bids for this work were received in part as follows: Construction—low bid, $62,784; high bid, $72,000. Electric wiring—low bid, $1,713; high bid, $2,878. Heating—low bid, $6,018; high bid, $11,941. Plumbing—low bid, $4,645; high bid, $6,720. The low bids were accepted in every instance.

The contract price for the entire work was $74,980. Some extra work may increase the amount by $450 to $500.

The per capita cost of these additions, which will accommodate in the neighborhood of 225 persons, will be less than $340.

COTTAGE HOTEL "THE KISHAQUA INN."

Under the appropriation of $2,500 given the Colony for a small building for the accommodation of the numerous visitors, mostly friends of patients, who come to Sonyea, the lowest bid received was $2,940 (including the value of prison work.) We were per-

mitted later to put up the building by day's labor. It will be completed before the New Year within the appropriation Had it not been for the use of epileptic labor as carpenters and masons, an additional appropriation by the legislature would have been necessary.

FOUR COTTAGES FOR EMPLOYES.

We had an appropriation of $5,450 for four cottages for employes. Bids were twice invited for their construction. In both instances they ran considerably in excess of the appropriation, the lowest bid being $6,135.28. We were permitted to put these up by day's labor, also. They were completed within the appropriation. The saving effected amounted to $585.28.

ROOT CELLAR.

Under the appropriation of $1,200 given us in 1902, a root cellar 32x34 feet, with a large work room overhead, has been constructed in the garden in connection with the seed house. The structure was completed within the appropriation and is now in use.

PILING IN KISHAQUA CREEK.

The floods of last year did considerable damage to Colony flat lands, destroying several acres of the best soil on the place. Out of the Repairs and Improvements appropriation of this year, we spent $668 in driving a row of piles 600 feet long, in planking the same, and in cutting a new channel for the creek. More work of the kind should be done another year on the east side of the creek to protect the filter beds of the sewerage system.

REPAIRS TO GRAIN BARN.

The old grain barn in the Farmstead has been repaired in a manner to make it a fairly substantial structure. The cost of the work was $500. It yet requires to be painted. We hope to do this in the spring.

COAL TRESTLE.

The sum of $500 was spent out of maintenance for rebuilding the coal trestle in connection with the power plant. The old trestle had become so defective that it was unsafe to run heavy coal cars on it. It would have been an excellent thing if we could have built a modern trestle of steel frame construction to hold six to eight months supply of coal at one time. The cost of such a structure would have been $4,100.

PAINTING AND KALSOMINING.

The Gleaners, the Walrath, the store and warehouse, the trades school, and laundry, and Hoyt cottage (all brick buildings) were kalsomined white outside during the summer. The result is effective and satisfactory. The preparation used is the same as that put on government lighthouses. The outside woodwork of all these buildings was also repainted. We are now preparing to paint the roofs of the four buildings on the village green. The 66 buildings on the premises require a considerable annual outlay in the way of repairs to keep them in decent and efficient order.

MINOR REPAIRS.

These are being made constantly in almost every department and are too numerous to mention. The lack of hired help to do such work would be more embarrassing than it is were it not for the help we get from epileptic labor.

THE NEW BRIDGE.

The new iron bridge on the D. & M. highway is practically completed but not yet accepted by the State Architect. The new highway over this bridge is being graded and is nearly ready for use.

ADMISSIONS, DISCHARGES, DEATHS, TRANSFERS AND NUMBER REMAINING BY COUNTIES SINCE OPENING OF COLONY.

COUNTY.	Number Oct. 1, 1902.		Received during year.		Discharged during year.		Died during year.		Number present Sept. 30, 1903.	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
Albany	11	9	1	.....	2	1	.....	.....	10	8
Allegany	5	9	.....	2	.....	1	.....	.....	5	10
Broome	4	2	1	.....	1	.....	.....	1	4	1
Cattaraugus	5	4	1	.....	1	2	1	.....	4	2
Cayuga	7	5	1	.....	.....	.....	.....	2	8	3
Chautauqua	4	3	1	.....	.....	1	.....	.....	5	2
Chemung	7	3	.....	1	1	2	1	.....	5	2
Chenango	3	.....	1	.....	.....	.....	.....	.....	4	.....
Clinton	1	2	.....	.....	.....	.....	.....	1	1	1
Columbia	4	.....	.....	1	.....	.....	1	.....	3	1
Cortland	1	3	.....	1	.....	.....	.....	.....	1	4
Delaware	5	.....	1	.....	1	.....	1	.....	4	.....
Dutchess	5	4	1	.....	.....	.....	.....	.....	6	4
Erie	33	20	8	5	5	4	1	1	35	20
Essex	1	.....	.....	1	.....	.....	.....	.....	1	1
Franklin	7	1	.....	1	1	.....	1	.....	5	2
Fulton	4	.....	1	.....	.....	.....	.....	.....	5	.....
Genesee	2	3	.....	1	.....	1	.....	.....	2	3
Greene	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Hamilton	1	.....	.....	.....	.....	.....	1	.....	.....	.....
Herkimer	4	.....	1	.....	.....	.....	.....	.....	5	.....
Jefferson	.....	4	.....	1	.....	1	.....	.....	.....	4
Kings	51	25	7	10	1	1	2	.....	55	34
Lewis	1	2	.....	.....	.....	.....	.....	.....	1	2
Livingston	5	3	2	.....	.....	.....	.....	1	7	2
Madison	1	1	1	.....	.....	.....	.....	.....	2	1
Monroe	28	24	6	4	4	4	2	1	28	23
Montgomery	4	2	1	1	.....	1	.....	.....	5	2
Nassau	.....	1	1	1	.....	.....	.....	.....	1	2

ADMISSIONS, DISCHARGES, DEATHS, TRANSFERS AND NUMBER REMAINING BY COUNTIES SINCE OPENING OF COLONY—(*Continued*).

COUNTY.	Number Oct. 1, 1902.		Received during year.		Discharged during year.		Died during year.		Number present Sept. 30, 1903.	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
New York	145	110	9	29	12	13	4	11	138	115
Niagara	8	3	2	3	1	1	.....	.....	9	5
Oneida	9	9	2	1	3	1	.....	.....	8	9
Onondaga	9	6	3	2	2	3	1	1	9	4
Ontario	4	4	2	.....	1	.....	.....	1	5	3
Orange	3	3	2	3	.....	1	1	.....	4	5
Orleans	3	4	.....	1	.....	.....	.....	.....	3	5
Oswego	9	3	3	.....	1	1	.....	.....	11	2
Otsego	1	2	1	.....	.....	.....	.....	.....	2	2
Putnam	.....	1	.....	....	.....	.....	.....	.....	.....	1
Queens	5	2	.....	.....	1	.....	.....	.....	4	2
Rensselaer	5	4	1	.....	.....	.....	1	.....	5	4
Richmond	3	3	.....	.....	1	.....	.....	.....	2	3
Rockland	3	3	1	.....	2	.....	.....	.....	2	3
St. Lawrence	7	10	.....	3	.....	2	1	.....	6	11
Saratoga	6	3	.....	2	1	1	.....	1	5	3
Schenectady	.....	.....	.....	1	.....	.....	.....	.....	.....	1
Schoharie	3	1	1	1	1	.....	.....	.....	3	2
Schuyler	1	1	.....	.....	1	.....	.....	.....	.....	1
Seneca	4	.....	1	.....	1	.....	.....	.....	4	0
Steuben	5	5	1	.....	.....	.....	.....	.....	6	5
Suffolk	5	1	2	1	2	.....	.....	.....	5	2
Sullivan	.....	.....	1	2	.....	.....	.....	.....	1	2
Tioga	7	6	.....	.....	2	2	.....	.....	5	4
Tompkins	5	3	.....	.....	3	.....	.....	.....	2	3
Ulster	7	2	1	1	.....	.....	3	1	5	2
Warren	4	1	.....	1	1	1	.....	.....	3	1
Washington	4	1	.....	.....	.....	.....	2	.....	2	1

ADMISSIONS, DISCHARGES, DEATHS, TRANSFERS AND NUMBER REMAINING BY COUNTIES SINCE OPENING OF COLONY—(*Continued*).

COUNTY.	Number Oct. 1, 1902.		Received during year.		Discharged during year.		Died during year.		Number present Sept. 30, 1903.	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
Wayne	5	.....	.....	1	2	.....	1	.....	2	1
Westchester	13	6	1	5	2	2	.....	1	12	8
Wyoming	4	2	2	1	1	2	.....	.....	5	1
Yates	2	3	.....	.....	.....	.....	.....	.....	2	3
State at large	1	.....	.....	.....	.....	.....	.....	.....	1	0
Total each sex	494	332	72	88	58	49	25	23	483	348
Total both sexes	826		160		107		48		831	

SPECIAL APPROPRIATIONS REQUIRED FOR 1904.

(1)

A CONDUIT FOR CARRYING STEAM HEATING PIPES FROM THE POWER-HOUSE TO THE VILLA FLORA GROUP, AND ONE TO CONNECT THE FOUR BUILDINGS ON THE VILLAGE GREEN, $22,950.

The most important item in the special appropriations the Colony requires another year, is one of $22,950 for building a conduit 6 feet by 6 feet and about 1,800 feet in length, from the power-house to the main building, in the women's group. This should be done to enable us to heat from the power-house the eighteen buildings that will comprise the women's group another year.

This matter was referred to in our last report. In the central power plant we burn soft coal that now costs $2.73 per ton. To save great disfigurement of the white buildings in the women's group, we must burn hard coal that costs $5.50 per ton. It also costs $1,200 a year to deliver coal by wagons to the women's group and to provide extra firemen to run a separate heating plant. All of this could be done away with if these buildings were heated from the power-house. The plan is feasible and should be adopted.

The cost of this part of the work is estimated at $19,500. The amount above asked for is to connect the four buildings on the Village Green with a similar conduit. These buildings are now heated from one boiler. The boxing containing the piping has rotted away. It is a matter of economy to remedy this defect as soon as possible.

(2)

FOR PAINTING THE INTERIOR WALLS IN THE FOUR BUILDINGS ON THE VILLAGE GREEN AND THE MEN'S AND WOMEN'S INFIRMARIES, $1,500.

This item explains itself. It is desirable to paint the interior walls of these buildings, in which 420 patients live, as soon as possible. Constructional work at the Colony has never included the painting of interior walls. The work can be safely done for the amount asked for if it is done by day's labor, including the

use, so far as possible, of inmate labor. $1,500 would probably not do it by contract. The lowest bid to paint the walls in the Villa Flora Group by contract was $2,900. We did the work by day's labor for $1,350—the amount of the appropriation.

(3)

FOR THE CONSTRUCTION OF FOUR LIVING ROOMS ON THE THIRD FLOOR OF SONYEA HALL, $800.

The attic in Sonyea Hall is large and roomy. We have no place at present in which night employes can sleep undisturbed. This makes it desirable to finish off these four rooms. We estimate the cost at $800.

(4)

FOR SCIENTIFIC BOOKS AND APPARATUS FOR THE PATHOLOGICAL LABORATORY AND HOSPITAL, $2,500.

A pathologist was employed June 1, 1903. We desired an appropriation of $1,200 this year for equipping the laboratory in part. We secured one-half of that amount only. The result has been that much important work we should have done this year must, on account of lack of equipment, go over until next year. The time to begin this work properly is now. The $2,500 asked for is urgently required. An itemized list prepared by the pathologist of the needs of the laboratory for another year, together with the needs of the hospital, in the way of instruments and books, amounts to $2,728.12. We would be satisfied if we could get $2,500.

It is not necessary to call your attention to the fact that this is the only institution in the State (in which there are some 14,000 to 15,000 epileptics) in which any scientific work in connection with epilepsy is being carried on. It is impossible to overestimate the value of such work, not only in the treatment of patients in this particular institution, but its broader value to the State and its aid to science and to humanity wherever epilepsy is known.

(5)

FOR FOUR COTTAGES FOR EMPLOYES, $6,000.

The Colony is four miles from any village or populated community. Our employes on October 1st numbered 143. Many of

them are married and desire homes. They should be encouraged in this idea, for it makes them better contented to live in an isolated place like Sonyea. We have some cottages of the kind now, but it is necessary that we put up four more as soon as possible.

FOR MATERIALS AND APPARATUS FOR ROAD BUILDING, FOR GRADING, FOR WALKS AND FOR PLANTING, $12,000.

In 1901, as well as in 1902, we asked for a similar sum for these purposes, and the Legislature gave us one-half the amount asked for. The item, much to our regret, failed to secure executive approval.

There are six miles of roadways laid out on the Colony and none built. Eight months in the year the roads are extremely poor. At times it is almost impossible to drive over them.

The State Engineer's representative came on the ground and made a plan and estimate of $4,800 for building one mile of road. Another year we ought to build at least two miles of roads, besides doing a large amount of grading in the women's group, where the present landscape effects are most uninviting. It is important also that some walks be laid in that group and on the Village Green as soon as possible. To this time we have not been able even to lay board walks in either group. We have never been able to keep our floors in a satisfactory condition on account of lack of walks. Our patients are free to run in and out of doors at will and now keep the floors constantly in bad condition.

FOR A CARD INDEX SYSTEM FOR THE MEDICAL AND PATHOLOGICAL DEPARTMENTS, $350.

In the scientific departments at the Colony we are collecting a large amount of valuable data relative to the etiology, pathology and treatment of epilepsy. To make this data at once available when required, it should be classified and filed in modern and proper form. While our present record books are fairly complete, the card index system we have in view is far more so and simpler in use.

FOR MOVING CHESTNUT COTTAGE, $1,200.

Chestnut Cottage is a frame building put up by the Shakers and is now occupied by fifteen patients. Its present location hinders the embellishment of the entrance grounds to the Colony. It was planned some years ago to move it about 800 feet to a new site in the rear of Hoyt Cottage near Willow Pond. The State Architect examined it and gave it as his opinion that the building was well worth moving and preserving. We estimate that it will cost $1,200 to move it, build a new cellar under it, and repair it in the manner required.

FOR ADDITION AND REPAIRS TO STEWARD'S HOUSE, $1,000.

The small farmhouse the steward lives in is greatly in need of improvement. The old shed now used as a kitchen should be torn away and two rooms built on in place of it. The cost of the entire work is estimated at $1,000.

FOR VERANDAS ON FOUR BUILDINGS IN VILLA FLORA GROUP.

There are four buildings in the Villa Flora Group (Nos. 4, 5, 14 and 15), in which 120 patients live, that have no verandas on them. They should be provided with verandas similar to those on the buildings on the Village Green. We estimate the cost of the four at $1,800.

FOR A BRICK BAKE OVEN, $1,500.

The present oven was built in 1895 and has long been too small to meet our requirements. The new oven will go in the bakery and warehouse building, and be of sufficient size to bake for 2,000 persons.

FOR GENERAL REPAIRS AND EQUIPMENT, $5,000.

We asked for $5,000 for the present year for repairs and equipment and were given $4,000. There are now some sixty-six buildings on the place, which makes the item of repairs considerable. Many of these amount to several hundred dollars each. Should it be desirable we could consolidate several of the smaller items in this appropriation under "Repairs and Equipment," securing a relatively larger sum for the latter. Items 2, 3, 7, 8 and 9

might be so treated. This would make the amount of repairs and equipment $9,850.

APPROPRIATION FOR MAINTENANCE, $160,000.

During the fiscal year beginning October 1, 1904, we shall require $160,000 for the maintenance of an expected daily average attendance of 1,000 epileptics.

REPORT OF THE STEWARD.

FOR THE YEAR ENDING SEPTEMBER 30, 1903.

October 1, 1903.

To the Medical Superintendent of Craig Colony:

The steward of Craig Colony respectfully submits the following annual report for the year ending September 30, 1903:

THE FARM AND GARDEN.

With few exceptions, farm and garden crops were good. We have less canned vegetables than last year, for the reason that corn and peas were a very light crop. There were 51 days in the spring during which we had no rain. On account of the drouth, we plowed up about fourteen acres of peas. Timely rains came and we secured a fine hay crop, both in quantity and quality. Oats and wheat were good; all garden truck a fair yield, with the exception of tomatoes; apples about one-eighth of a crop.

There is not sufficient room in our sheds for storage of farm tools and implements.

DAIRY.

This department is in a very good and prosperous condition, as you will see by comparing the present dairy with the dairy of past years. It has been a long, slow, tedious undertaking to build up a dairy that is now second to only a few in the State. There are still opportunities for greater improvement.

ADMISSIONS, DISCHARGES, DEATHS, TRANSFERS AND NUMBER REMAINING BY COUNTIES SINCE OPENING OF COLONY.

COUNTY.	Number Oct. 1, 1902.		Received during year.		Discharged during year.		Died during year.		Number present Sept. 30, 1903.	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
Albany	11	9	1	.....	2	1	.....	.....	10	8
Allegany	5	9	.....	2	.....	1	.....	.....	5	10
Broome	4	2	1	.....	1	.....	.....	1	4	1
Cattaraugus	5	4	1	.....	1	2	1	.....	4	2
Cayuga	7	5	1	.....	.....	.....	.....	2	8	3
Chautauqua	4	3	1	.....	.....	1	.....	.....	5	2
Chemung	7	3	.....	1	1	2	1	.....	5	2
Chenango	3	.....	1	.....	.....	.....	.....	.....	4	.....
Clinton	1	2	.....	.....	.....	.....	.....	1	1	1
Columbia	4	.....	.....	1	.....	.....	1	.....	3	1
Cortland	1	3	.....	1	.....	.....	.....	.....	1	4
Delaware	5	.....	1	.....	1	.....	1	.....	4	.....
Dutchess	5	4	1	.....	.....	.....	.....	.....	6	4
Erie	33	20	8	5	5	4	1	1	35	20
Essex	1	.....	.....	1	.....	.....	.....	.....	1	1
Franklin	7	1	.....	1	1	.....	1	.....	5	2
Fulton	4	.....	1	.....	.....	.....	.....	.....	5	.....
Genesee	2	3	.....	1	.....	1	.....	.....	2	3
Greene	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Hamilton	1	.....	.....	.....	.....	.....	1	.....	.....	.....
Herkimer	4	.....	1	.....	.....	.....	.....	.....	5	.....
Jefferson	.....	4	.....	1	.....	1	.....	.....	.....	4
Kings	51	25	7	10	1	1	2	.....	55	34
Lewis	1	2	.....	.....	.....	.....	.....	.....	1	2
Livingston	5	3	2	.....	.....	.....	.....	1	7	2
Madison	1	1	1	.....	.....	.....	.....	.....	2	1
Monroe	28	24	6	4	4	4	2	1	28	23
Montgomery	4	2	1	1	.....	1	.....	.....	5	2
Nassau	.....	1	1	1	.....	.....	.....	.....	1	2

that we have at the present time, 47 were raised on the farm. We should have in the dairy all of the time, with our present population of 1,000 persons, about 75 cows that are giving milk.

The only way to keep the dairy up to its present high standard is to purchase from time to time a few choice, *well-bred* cows, and turn old cows and cows that give very little milk, into beef, as they are simply boarders and eat up a large percentage of the profit of the good cows in the dairy. I regret I am unable to give an exact record of the number of pounds of milk given by either one of these cows, but can do so very nearly. No. 126 had her calf on August 30, 1903, and is giving about 45 pounds of milk per day. The granddam of this cow on paternal side was (to use the words of the man from whom she was purchased) "a great, good cow, and had a record of making 600 pounds of butter in one year."

IMPROVEMENTS NEEDED.

I would suggest that you ask for an appropriation to purchase some choice well-bred milch cows for breeding purposes. Also an amount sufficient to build a new fence around the barnyard, extending the same by building a lane to the "Northfield" pasture, and filling and grading the barnyard so that it will be dry, and building a manure pit and some cheap open stock sheds.

SHEEP.

The Colony flock of sheep on October 1, 1903, consisted of 188 ewes and 155 lambs, making a total of 343 head. We have, in addition to these, three thoroughbred Shropshire rams, imported from Canada by Mr. John Mitchell, which have not yet arrived.

All of our sheep are full-blooded Shropshires, although none of them are eligible for registration, for the reason that they have not been kept registered; but we have always purchased registered sheep. We have killed and used as provisions, as shown by our home product reports, 4,842 pounds of lamb, $509.50, and sold wool and pelts to the amount of $309.27, making a total of $818.77 received from sheep during the past year.

Chapter 425, of the Laws of 1902, provided $1,000 for sheds for sheep. The sheds contemplated at that time were to be erected in connection with the barns on the "Sheep Farm." These barns were struck by lightning and burned to the ground; consequently, the sheds have not been built. I would suggest that you ask for an appropriation sufficient, in connection with the appropriation under Chapter 425, of the Laws of 1902, of $1,000 to build a sheep barn and sheds.

SWINE.

We had on October 1, 1903, 33 store hogs, 27 breeding hogs and 144 pigs under six months of age. We have butchered and used, as shown by the Home Products Reports during the last year, 18,394 pounds of dressed pork, of the value of $1,669.68; 1,937 pounds of lard, $197.89; total, $1,867.57. It has cost very little to produce this amount of pork, as the principal food for hogs has been garbage from the separate households.

I would suggest that you ask for a suitable appropriation to build a fence around the grove south and east of the filter beds to make pasture for the hogs. This land is not used for any purpose at the present time. A pass under the D. & M. Railway could be made at very little cost, so that hogs could go back and forth from the piggery to this pasture without crossing the railroad track.

We need more room for the hogs for two reasons:

1st. In their present cramped quarters, there is danger of their permanently injuring the orchard.

2d. We need the pasture to make room so as to raise more hogs.

BRICK YARD.

The brick-making season commenced May 1st. We have made over 400,000 common, hard brick. The brick made this season have been of fine quality, being well burned and all of uniform size.

The average daily number of patients employed in the yard was 17. The brick machine was run 52 days, 5½ hours each day. Eighteen days were lost out of the 125 on account of holidays,

rain, etc. The brick-maker and his assistant were the only hired employes in the yard.

We have delivered to the contractor, Thomas Whalen, 225,000 brick up to the present time, at $6.50 per thousand in the kiln. At this price, the output of the yard for the season would be as follows: 400,000 brick, at $6.50 per thousand, $2,600; deducting the cost of production, coal $140.25, wages, $545, leaves the net proceeds of the yard, $1,914.75.

To put the yard in better condition, there should be board sheds erected over the two kilns, and a storage shed for surplus green brick; a new main line shaft, and a 66-cog gear wheel in place of the 88-cog gear wheel now on the machine; also about 3,000 pellets.

TAILOR SHOP.

There has been no increase in the output of clothing from this department, for the reason that the facilities for manufacturing clothing are no better now than they were one year ago.

There have been $2,356.29 worth of clothing made, at a cost of $925.92 for material, and foreman $420, leaving the net earnings of patients $1,010.37.

DRESSMAKING DEPARTMENT.

There has been a marked improvement in the manner in which the work has been carried on in this department. The value of the work done has increased over last year $298.75. There is need of more machines and more room to do work. With a small expenditure, this department could make all of the men's shirts, overalls, jumpers, etc.

SUMMARY OF INDUSTRIES.

On account of having no foreman, there was no account kept of work done by patients in the carpenter shop from October 1, 1902, to March 11, 1903. And for the same reason there was no account kept in the paint shop from February 17, 1903, to April 1, 1903, or in the plumbing shop from October 1, 1902, to December 15, 1902.

Carpenter shop (work done by patients, with one paid foreman) from March 11 to October 1.....	$2,102 94
Blacksmith shop (work done by patients, with one paid foreman).....	583 85
Tailor shop (work done by patients).....	1,010 37
Paint shop (work done by patients, with one paid foreman) no account kept from February 17 to April 1	1,007 10
Dressmaking department (work done by patients, with one paid seamstress).....	1,103 44
Shoe shop cobbling (work done by patients).....	52 75
Sloyd school (work done by patients).....	74 28
Brick yard (work done by patients and two hired employes)	2,600 00
Plumbing shop (work done by patients, with one paid foreman)	682 75
Broom shop (work done by patients).....	26 80
Mattress shop (work done by patients, with one hired foreman).....	97 00
Printing office (work done by patients) estimated..	500 00
	$9,841 28

Owing to the great coal strike of 1902, the cost of fuel and light has increased from $12,979.20 in 1902 to $22,219 this year.

During July, August and September, 1902, very little coal was purchased, so that our supply for the winter of 1902–1903 was purchased as needed, at high prices. Through the summer months of 1903, the supply of coal for next winter was purchased. Consequently, the expenditure for all the coal that was used last winter and the bulk of coal that will be used next winter is taken from funds for the year ending September 30, 1903. This makes the per capita cost for fuel and light alone nearly $10 more than it was last year. It also slightly increases the annual per capita cost.

MAINTENANCE.

1. The daily average number of patients supported during the year was	824,709
2. The total cost of maintenance with home product was	$161,276 75
3. The total cost of maintenance without home product was	140,395 31
4. The total cost of maintenance without home product or clothing was	132,645 65
5. The total cost of maintenance without home product, clothing, money refunded from miscellaneous sales or maintenance was (This represents the amount actually drawn from the State treasury for maintenance.)	128,150 03
6. The per capita cost of maintenance with home product was	195 54
7. The per capita cost of maintenance without home product was	170 24
8. The per capita cost of maintenance without home product or clothing was	160 84
9. The per capita cost of maintenance without home products, clothing, money refunded from miscellaneous sales, or maintenance reimbursement was	155 39

PER CAPITA COST OF DIVISIONS OF MAINTENANCE WITHOUT HOME PRODUCT, BUT INCLUSIVE OF MISCELLANEOUS RECEIPTS TURNED INTO STATE TREASURY.

Est. No.		
1–2.	Wages and labor	$70 50
3.	Expenses of managers, officers and agent	1 75
4.	Provisions	43 64
5.	Household stores	5 60
6.	Clothing	8 05

7.	Fuel and light	$26 95
8.	Hospital and medical supplies	1 89
9.	Shop, farm and garden	6 52
10.	Ordinary repairs	1 59
11.	Transportation of inmates	16
12.	Miscellaneous	3 59
	Total average gross per capita cost	$170 24
	Total average net per capita cost	155 39

REIMBURSEMENTS.

From individuals for part care and maintenance of patients	$978 90
Money received from counties to pay for clothing	7,749 66
	$8,728 56

MISCELLANEOUS SALES.

53 barrels apples	$83 00
Empty barrels	5 10
Brick	2,376 50
Old rags, etc	29 46
410 dozen cans corn	373 00
130 dozen cans peas	151 80
42 dozen cans beans	31 50
Hides, pelts, tallow, etc	212 14
1,393 pounds wool	254 22
	$3,516 72

PRODUCTS OF FARM, GARDEN AND DAIRY.

Credit.

150 barrels apples	$225 00
137 bushels apples	68 50
200 bushels apples for cider (estimated)	25 00

299 bunches asparagus	$93 70
11 bushels beans, lima	16 00
131 bushels beans, string	70 60
10,099 pounds beef	709 79
236 bushels beet greens	55 70
386 bushels beets	146 10
3 tons cabbage	24 00
76 dozen cabbage	36 60
222 bushels carrots	100 70
46 dozen cauliflower	33 00
678 dozen celery	221 20
1,145 pounds chicken	135 63
1,650 gallons cider	82 50
50 bushels corn, ensilage	30 00
312 tons corn, ensilage	780 00
76 tons corn, fodder	190 00
217 dozen corn, green	21 70
600 bushels corn, hard	360 00
133 dozen cucumbers	21 10
1,500 cucumber pickles	3 00
12 pounds duck	1 80
489 dozen eggs	83 44
650 pounds grapes	9 75
336 tons hay	3,696 00
4,842 pounds lamb	509 50
1,939 pounds lard	197 89
509 dozen lettuce	76 60
284,536 pounds, or 35,567 gallons, milk	3,905 20
39 dozen musk melons	11 70
3,000 bushels oats	900 00
390 bushels onions	280 30
735 bunches onions	59 82
250 bushels parsnips	125 00
66 bushels pears	44 20
223 bushels peas, green	136 80

39 dozen peppers	$5 55
18,394 pounds pork	1,669 68
7,602 bushels potatoes	3,832 85
1,570 bunches radishes	154 85
26 quarts raspberries	2 60
926 bunches rhubarb	94 97
200 bushels salsify	100 00
130 bushels spinach	23 60
310 dozen squash, yellow	53 85
1 ton squash, Hubbard	25 00
95 tons straw	475 00
1,601 quarts strawberries	112 07
128 bushels tomatoes	51 20
111 bushels tomatoes green	33 30
272 bushels turnips	103 55
175 bushels turnips, ruta baga	35 00
963 pounds veal	96 30
1,613 bushels wheat	1,209 68
843 $\frac{7}{12}$ dozen cans corn	843 58
193 dozen cans peas	241 25
241¼ dozen cans tomatoes	241 25
150 dozen cans beans, wax	150 00
14½ dozen cans beans, lima	14 50
	$23,057 45
Miscellaneous sales	3,516 72
Total	$26,574 17

Debit.

The cost of production, including hay and grain raised on the farm last season and that purchased for feed for live stock, together with wages and labor, fertilizer and incidental expenses, was as follows:

500 pounds binding twine	$57 20
50½ tons bran	927 50

206 bushels carrots	$51 50
4 bushels clover seed	48 00
26½ tons corn meal	619 50
65 tons corn stalks, home product	162 50
939 bushels corn, shelled, home product	487 26
11½ bushels corn, seed, home product	6 90
1,500 bushels, corn, threshed, home product	52 50
174 dozen eggs for hatching, home product	28 40
185 tons ensilage, home product	370 00
16 tons fertilizer	352 00
16 bushels grass seed	30 40
2 tons gluten	49 75
202 tons hay, home product	2,222 00
1 ton middlings	19 00
1,926 bushels oats, home product	801 48
180 bushels oats, seed, home product	72 00
689 bushels parsnips, home product	86 10
833 bushels potatoes, seed, home product	541 45
100 tons straw, home product	500 00
104 bushels wheat, home product	78 00
Miscellaneous garden seed	115 72
Wages	5,501 55
Farm and garden implements	259 44
Repairs to tools and harness	27 65
Shearing sheep	22 10
	$13,489 90

RECAPITULATION.

Value of products raised and miscellaneous sales	$26,574 17	
Cost of production	13,489 90	
Net value of products		$13,084 27

INVENTORY.

The annual inventory made on September 30, 1903, and presented with this report, shows the value of personal estate to be	$87,662 26	
Real estate	590,455 09	
Total value of real and personal estate		$678,117 35
Total value of real and personal estate on October 1, 1902, was		660,517 81
Increase in real and personal property		$17,599 54

T. L. STONE,
Steward.

REPORT OF CATHOLIC CHAPLAIN.

SONYEA, N. Y., *October* 1, 1903.

To Dr. WM. P. SPRATLING, *Medical Superintendent:*

At the conclusion of my third year as resident Catholic chaplain, I have the honor to submit the following report:

There are at present at the Colony 320 Catholic patients (174 men and 146 women).

During the past year 19 Catholic patients have died, each of whom was cared for spiritually according to his needs. In addition to the prayers at the grave which I have heretofore said, the bodies of those buried in the Colony cemetery are first brought to the chapel where the regular burial service of the Catholic church is observed.

The public services in the chapel on Sunday are as follows: At 9 a. m., morning prayers and mass, followed by a short sermon or religious instruction; at 3 p. m., Sunday school and benediction of the blessed sacrament.

At Sunday school the children are taught in a simple and informal manner the principles of faith and morality. I consider

this one of the most important of my duties, inasmuch as many of the children, and some of more mature years, came to the Colony devoid of religious instruction. This is due to the fact that parents are fearful of letting their children attend church or Sunday school because of their affliction, and is especially true of those who come from the cities and larger towns.

Here, all who are not too enfeebled, either mentally or physically, are free to attend, and in case of a seizure during services, nurses are always present to care for them.

I am well pleased to state that the attendance of the Catholic officers, employes and patients is almost general, so that the chapel is well filled on Sunday mornings, proving that the appreciation of our new chapel which I anticipated in last year's report has been fully realized.

On November 27, 1902, Rt. Rev. Bishop McQuaid of Rochester administered confirmation to a class of 39. On this occasion the venerable bishop spoke directly to the children, and in a fatherly way reminded them of their duties toward God and their fellow beings.

In visiting the patients in their cottages twice each week, I find that many complain most bitterly of the neglect of parents or relatives. I know of cases where our patients have not received even so much as one letter in a whole year. This is not as it should be, for no matter how agreeable their surroundings here may be, it will always breed discontent if there is an utter neglect on the part of those to whom they are bound by natural ties. It seems difficult to believe that parents could be so unnatural as to send their children among strangers, and then not write them one affectionate note or send one small token of remembrance for many months at a time. It is impossible for those in charge to make patients so neglected contented with Colony life.

During the past year, we have received a few religious books and periodicals. I trust the number of such contributions will increase during the coming year.

In conclusion, I wish to express my gratitude to all the officers and employes of the Colony for their hearty coöperation in my work. If any Catholic patients have failed in the performance

of their religious duties, it is their fault or my neglect, as nothing but help has come from those in charge.

Respectfully submitted.

J. A. MALEY,
Catholic Chaplain.

REPORT OF PROTESTANT CHAPLAIN.

SONYEA, N. Y., *October* 1, 1903.

To Dr. W. P. SPRATLING, *Medical Superintendent:*

In my report to you for the year ending October 1st, we are glad to state that the interest taken and attention given by all who have regularly attended the services is very marked, and these have been a great source of help and encouragement as we have continued to work from week to week.

With so little appeal to the esthetic sense in the unattractive and uncongenial surroundings of our meeting place, we continue to wonder at the spirit of devotion and earnestness manifested.

With the exception of the month of August, preaching services have been regularly held, and in contrast to the more formal service of Sabbath afternoon, we have aimed to make the evening service more social and evangelistic in character.

Our choir composed of patients has met regularly for rehearsal and has rendered valuable help in our meetings. Devotional services held on Thursday evening for men and on Friday evening for women, are much enjoyed, and through the fall and winter months are well attended.

The Sabbath school for bible study has convened every Sunday at the close of the preaching service, and those who have assisted as teachers have greatly helped in the work. The largest attendance at the school on any one Sabbath was 156, with an average attendance of 140.

Children's Day, Easter and Christmas, concert exercises with appropriate music were given by the school.

Contributions of literature from other schools and from individuals were received and distributed. The reading of books and magazines in leisure moments, and the disposition for improvement by many, is noticeable and commendable. The principles of the golden rule are the basis of conduct aimed at, and these principles are bearing fruit in the lives of many, as seen in the expressions of sympathy and favors shown towards one another.

We realize that the spiritual needs of a growing community like our own must be fostered and maintained if the present regard for the Sabbath and good order are to be continued. To this end the coöperation of Superintendent and associates has been a great source of encouragement.

We would acknowledge every favor and duly appreciate every kindness and consideration shown to us on the part of all, that has helped us in our work during the year.

Respectfully submitted.

SAMUEL D. ANDERSON,
Protestant Chaplain.

REPORT OF MATRON.

SONYEA, N. Y., *October* 1, 1903.

To Dr. WM. P. SPRATLING, *Medical Superintendent:*

I herewith submit the matron's report for the year ending September 30, 1903.

Since the last annual report, no more buildings subject to the matron's inspection have been opened, but those already occupied, under her supervision, have been visited about every second day.

With but few exceptions, the help remains the same as last year. As a rule where there have been changes, they did not occur among those long in the service. When any of these went,

it was usually to accept more remunerative positions. This speaks well for the Colony and also ensures better work, for we find the older in the service an employe is, the more interested he becomes for the advancement of the work. There has been little fault to find, as every one seemed anxious to do the best possible with the material at hand.

The cooking and general domestic work in the cottages has improved materially, and the waxing of the floors has been of general benefit, adding to the attractiveness and comfort of the houses.

The number of male patients employed in picking hair for renovating mattresses has increased, and one man is very proud to be able to take charge of the work.

Canning of fruit and pickling of vegetables was done in every house as far as possible, the Colony supplying strawberries, pears, apples, rhubarb, etc.

In the sewing-room, too, the work has advanced. Quite a number of the women and girls who gave but very little help a year ago, are now quite proficient with their needles, and several have learned to work the sewing machine since coming to the Colony. They seem quite delighted to be able to finish a garment without the seamstress' assistance.

Subjoined is a list of the work done in the sewing-room:

Aprons	416
Bags	63
Bandages	1,605
Bandages, T	16
Bed ticks	211
Chemises	69
Drawers, pairs	187
Dresses	420
Holders	253
Jumpers	92
Night gowns	122
Night shirts	39
Operating gowns	1

Overalls	150
Petticoats	134
Sacques	93
Scarfs, dresser	7
Sheets	685
Shirts, men's	688
Shirtwaists	70
Silence cloths	3
Skirts	14
Table cloths	130
Towels, dish	150
Towels, hand	902
Towels, roller	54
Tray cloths	18
Underwaists	34
Window curtains	70
Number of articles made	6,696
Number of articles mended	4,423

Respectfully submitted.

B. M. FOX,
Matron.

APOTHECARY'S REPORT.

SONYEA, N. Y., *October* 1, 1903.

To Dr. WM. P. SPRATLING, *Medical Superintendent:*

I have the honor of making the following report:

There have been 4,884 prescriptions prepared in the Pharmacy during the fiscal year.

The cost of hospital and medical supplies, which include medicines, dressings, etc., was $1,531.61. The average daily attendance being 824,709, made the yearly per capita cost of such supplies $1.554, or about ½ a cent a day.

This amount is somewhat greater than in institutions generally and is due to the fact that nearly all patients here are under treatment for their disease. Besides epilepsy, we have the usual diseases common to any community.

I have endeavored, so far as practicable, to manufacture the different preparations used in the institution and thus reduce to some extent the cost of medical supplies. A few of the more prominent articles manufactured are named below, together with the cost of production and the market value of the same.

	Cost to Produce. Per Gal.	Market Price. Per Gal.
Fluid extract cascara.....	$1 55	$3 75
Emulsion cod liver oil, 50 per cent.....	85	2 00
Antiseptic solution (similar to listerine)....	50	1 00
Extract vanilla for flavoring.....	75	3 00

I find in manufacturing such products as tinctures, fluid extracts, ointments, flavoring extracts, etc., the saving varies from 25 per cent. to 300 per cent.

Respectfully submitted.

CHAUNCEY TERWILLIGER,

Apothecary.

DONATIONS.

The Colony being so new, its growth so rapid, so many patients awaiting admission, and the need for spending so much money for things absolutely essential, has made it impossible for the State to furnish things like pictures, books, etc., to anything like half the extent we require. Fortunately, however, this deficit is partly made up by the Colony's many generous friends.

The money received was used for the benefit of patients in many ways; in providing numerous little things the State does not buy,

including indoor and outdoor games and other forms of recreation, and the publication of literature in aid of the epileptic.

The Pennsylvania Railroad Company, through the courtesy of Mr. R. Bell, Superintendent, the use of an excursion car for fifty persons to Portage.

Mrs. E. Dingledain	$3 00
Charles Buehl	10 00
John Rapuzzi	10 00
Wm. H. Masters	150 00
Mrs. John Seder	5 00
Charles L. Adrian	75 00
Mrs. Mary Reilly	3 00
Mrs. C. A. Macy	25 00
Mrs. Madden	1 00
J. Pierpont Morgan	100 00

Mrs. H. M. Pratt, reading matter.

Wm. A. Freund, book.

All Souls' Church, Chicago, magazines.

Miss Minnie Clancy, clothing, furniture, etc.

G. L. Caward, papers.

Cohocton Epworth League, reading matter.

A. M. Burrows, magazines.

J. F. Horton, reading matter.

Mrs. J. H. Canfield, books and magazines.

Junior C. E. Society, First Baptist Church, Batavia, magazines, etc.

Mrs. Ella Harris and Mrs. Saxton, books and magazines.

Ira H. Hauser, pictures.

Brasher Falls Presbyterian Church, books and papers.

John Price & Co., box oranges.

Rev. John Irons, bibles.

Miss Fannie Deam, papers and magazines.

Jacot Music Box Co. 12 phonograph records, horn and crane.

Hospital Book and Newspaper Society, reading matter.

Ira H. Hauser, periodicals.

Mrs. J. H. French, books and magazines.

Mrs. Frederick Bourne, 150 books.
W. Scott Hicks, reading matter.
We are much indebted for copies of the following papers:
Ave Maria, Notre Dame, Ind.
Castilian, Castile, N. Y.
Catholic News, New York city.
Dalton Enterprise, Dalton, N. Y.
Dansville Express, Dansville, N. Y.
Holley Standard, Holley, N. Y.
Ithaca Democrat, Ithaca, N. Y.
Livingston Democrat, Geneseo, N. Y.
Livonia Gazette, Livonia, N. Y.
Mount Morris Union, Mount Morris, N. Y.
Ontario County Times, Canandaigua, N. Y.
Penn Yan Express, Penn Yan, N. Y.
Rochester Herald, Rochester, N. Y.
Watkins Express, Watkins, N. Y.
Yates County Chronicle, Penn Yan, N. Y.
Caledonia Advertiser, Caledonia, N. Y.
Christian Advocate, New York city.
Dansville Advertiser, Dansville, N. Y.
Hammondsport Herald, Hammondsport, N. Y.
Leroy Gazette, Leroy, N. Y.
Livingston Republican, Geneseo, N. Y.
Mount Morris Enterprise, Mount Morris, N. Y.
Ovid Gazette and Independent, Ovid, N. Y.
Perry Herald, Perry, N. Y.
Rochester Union and Advertiser (daily) Rochester, N. Y.

We have received a number of other donations of reading matter, but not knowing from whom they came, we are unable to thank the donors personally for same.

THE COLONY'S EXHIBIT AT ST. LOUIS IN 1904.

We secured an appropriation of $500 from the New York State St. Louis Exposition Commission for a model of the Colony. The model is being made by Mr. Francis T. Gilling, of New York, and will cost $800. The balance required is being raised through private subscriptions.

RESIGNATIONS AND APPOINTMENTS.

Pathologist.

The most important appointment of the year was that of Dr. Onuf to the position of pathologist. Dr. Onuf's name was taken from the list furnished by the State Civil Service Commission. His term of service began June 1, last. Dr. Onuf has been employed to this time in getting the laboratory in shape for work. We feel justified in expecting valuable results from this part of the work at Sonyea.

Changes in the Staff.

Dr. Howard A. La Moure resigned the position of third assistant physician on March 1 last. The vacancy was filled by the appointment, on April 11, of Dr. Wm. H. Montgomery. Dr. Montgomery resigned on August 31 to accept a position at the Willard State Hospital. The vacancy this time was filled by the promotion of Dr. G. Kirby Collier. Dr. Herman Gross was appointed medical interne on September 1, to fill the vacancy caused by Dr. Collier's promotion.

The Colony is constantly in need of young physicians on its staff who will help do its medical work while they are acquiring a practical knowledge of epilepsy and nervous diseases generally.

VISITORS.

Numerous visitors came to Sonyea during the year to study the Colony system. The official visitors included the Hon. H. H. Bender, Fiscal Supervisor of Charities; the Hon. Geo. L. Heins, State Architect; and Dr. Stephen Smith, Commissioner of State Board of Charities.

A SUMMARY OF THE COLONY'S IMMEDIATE NEEDS.

First. Special appropriations amounting to $56,400 for the purposes named in this report.

Second. An appropriation of $160,000 for maintenance during the fiscal year beginning October 1, 1903.

Third. Fifteen thousand dollars for a Protestant Chapel.

Fourth. Seven thousand five hundred dollars for a library building.

Fifth. An endowment fund large enough to yield an annual income of $3,000 to $4,000 to be devoted to the study of the causes and cure of epilepsy.

Sixth. An amendment to the law that would permit autopsies on the bodies of the indigent patients dying at the Colony.

Seventh. Gifts of books, magazines, papers, musical instruments, billiard and pool tables, pictures and bric-a-brac for furnishing the homes of colonists. The State does not buy such things for us.

In conclusion it remains for me to make personal and official acknowledgment of the kindness I have received at your hands during the year.

WILLIAM P. SPRATLING, M. D.,
Medical Superintendent.

CONTENTS.

		Page.
I	Managers' Report	400–415
II	Appropriations Required in 1904	412–414
III	Treasurer's Report	415–430
IV	Superintendent's Report	431–480
V	Growth	431
VI	Number Awaiting Admission	431
VII	Changes in Population	432
VIII	Epilepsy as a Curable Disease	432–433
IX	Long Treatment Required	433
X	Epilepsy and Sex	433
XI	Epilepsy as a Cause of Incompetency and Dependency	434
XII	General Intelligence of Epileptics	434
XIII	Occupation	435–436
XIV	Mental and Physical Conditions	436
XV	Causes of Death	437–438
XVI	Average Age at Death	438
XVII	Epileptic Seizures and their Results	439–440
XVIII	Epileptic Destructiveness	440
XIX	Accidents and Injuries	440
XX	Assaults on Attendants	440
XXI	Epileptic Irritability	440
XXII	Communicable Diseases	440
XXIII	Training School for Nurses	441
XXIV	Part Pay Patients	441
XXV	Attendance and Cost of Maintenance	441–442
XXVI	Industries	442
XXVII	Concentration of Medical Work	443
XXVIII	Eye Strain and Epilepsy	443–446
XXIX	Notes on Colony Building	446–447
XXX	The Growing Value of the Colony System	447–449
XXXI	Permanent Improvements	449–451
XXXII	The Cottage Hotel	449–450
XXXIII	Cottages for Employes	450
XXXIV	Root Cellar	450
XXXV	Piling in Kishaqua Creek	450
XXXVI	Repairs to Barn	450
XXXVII	Coal Trestle	451
XXXVIII	Painting and Kalsomining	451
XXXIX	Minor Repairs	451
XL	The New Bridge	451
XLI	Admissions and Discharges	452–454
XLII	Deaths, Transfers and Number Remaining by Counties since Opening of Colony	452–454

		Page.
XLIII	Appropriations Required 1904	455–459
XLIV	Steward's Report	459–470
XLV	Farm, Garden and Dairy	459–461
XLVI	Sheep and Swine	461–462
XLVII	Brickyard	462
XLVIII	Industries	463–464
XLIX	Miscellaneous Sales	466
L	Inventory	470
LI	Report of Catholic Chaplain	470–472
LII	Report of Protestant Chaplain	472–473
LIII	Report of Matron	473–475
LIV	Report of Apothecary	475–476
LV	Donations	476–478
LVI	The Colony's Exhibit at St. Louis 1904	478
LVII	Resignations and Appointments	479
LVIII	A Summary of the Colony's Immediate Needs	480
LIX	Conclusion	480

REPORT

OF THE

Committee on the Blind.

REPORT OF THE COMMITTEE ON THE BLIND

To the State Board of Charities:

The Committee on the Blind herewith respectfully submits its report for the year ending September 30, 1903:

THE DEPENDENT BLIND.

In the almshouse of the State of New York, at the present time, there are 257 blind persons, 131 men and 126 women, or less than five per cent. of the total number of the blind living in the State, and there are 170 in charitable homes and institutions, making the total number 427. If the 1,018 blind receiving a pension from New York city, be added to this total, it is apparent that, through the opportunities for education and training which the blind have enjoyed, the percentage of total dependency is now small. The methods and means which have been employed to bring about this result have developed out of the experiment begun in 1771 in France. Up to that time it had been deemed impossible to give to the blind a training other than such as would fit the unfortunate for successful mendicancy.

HELPING THE BLIND.

Work for the blind in the State of New York is carried on in two forms, the first and most important is educational in character, while the second is purely relief. In considering the interests of the 6,008 blind persons who live in this State, it must be understood that the most helpful measures for this unfortunate class are those which qualify the blind for self-help. Without education or special training in remunerative employments, a large majority of the blind would become permanent charges upon public or private charity. It is a fact, however, that through education and training the relative number of those finally dependent upon public charity is growing smaller each decade.

EDUCATION.

The development of educational methods has been comparatively rapid since the establishment of the first school for the blind, and now the equipment of these schools contains many very ingenious contrivances. By the help these afford it has become possible for the blind to receive instruction, not only in language, but also in science; not only about things essentially concrete in character, but as well in those dealing with the abstract. Through the senses of touch and hearing the mind has been illumined and mental vision established. Instead of being left as helpless burdens of society, the blind, owing to the opportunities for education and manual training, have become hopeful, and, to a large extent, self-reliant and self-supporting.

STATISTICS.

In this connection the statistical tables of the last census, relating to the 6,008 blind persons in the State of New York, are interesting. They show that there are 3,315 blind males and 2,693 blind females in the State. Of this number 584 are under twenty-one years of age, 323 of whom are males. The total number under fifty is 1,959; between fifty and sixty there are 494 males and 338 females. Only 135 (73 boys and 62 girls) are under ten years of age. More than half of the whole number, 1,669 men and 1,548 women, are over the age of sixty.

THE BLIND IN CITIES.

Another interesting fact shown by the census is that nearly one-third of the total number of blind live in the two cities of the first class, New York and Buffalo, and if to them be added those in the five cities of the second class, Albany, Troy, Utica, Syracuse and Rochester, it is found that nearly forty per cent. of the total blind population of the State are resident in the seven cities. If to these be added all who live in the larger towns and villages, the total will be over ninety per cent.

THE BLIND OF SCHOOL AGE.

From these figures it will be seen that if we take the general school law governing seeing children as a basis, the school popu-

lation (the blind under twenty-one years of age) numbers only 584. If, however, there be added those under thirty years of age, the number will be swelled to about 1,000. The school population (584) covers the number for whom the State of New York is making the most liberal provision in the way of education, and for this number, too, the educational work must be largely scholastic. The manual and trade instruction which is given during this primary educational period is a minor consideration, and the industrial or trade instruction is largely left for the years between twenty-one and thirty, when it usually becomes the major interest. If during the primary or scholastic period, which in many cases extends beyond the age of twenty-one, the mind is properly occupied with literary work, the time left for industrial training must be a comparatively small part of each day. The experience of the two schools in this State has been that those who make the best use of the scholastic years are best fitted at graduation to enter into ordinary business competitions and activities, hence the greatest stress is laid upon thorough scholastic training, and although the schools find it necessary to furnish a certain amount of industrial drill and trade instruction, this branch of school work is regarded as of secondary importance.

THE AGED BLIND.

Of the total number of the blind of this State, at least 3,800 are now too old to follow any industrial occupation. Of this number very many became blind too late in life to acquire the training necessary to fit them for profitable employment. Many, too, among those beyond the working age are in the senile or mentally and physically disabled class. These must be supported either by their friends or by public or private charity. From the fact, however, that there are comparatively so few of the blind in the charitable institutions of the State it is evident that the blind over 60 are largely cared for in the homes of relatives or friends, in spite of the fact that pensions are paid to 1,018 adult blind living in the city of New York.

THE INDUSTRIAL AGE.

The number of blind who are of the industrial age, that is, between 21 and 60, is 2,207 persons. Of these 884 are females, for whom industrial opportunities are naturally less frequent than for men. It is only between the ages of 21 and 60 that profitable employment for the blind is possible. Under and over these ages the blind must be dependent upon their friends or the public.

It is noticeable that in the industrial homes and charitable institutions there are very few persons between the ages of 21 and 60. In the almshouses there are only 80 persons between these ages, and of this number 31 are women. Besides those in in the almshouses there are 4 private homes for the blind, and in these there are only 170 persons altogether. Of this number, however, 40 are entirely or partially self-supporting. The others represent the true institution blind who must be added to the total inmates of almshouses to get the total number (387) entirely dependent upon charity.

HOMES FOR THE BLIND.

Besides the almshouses there are in the State of New York four private homes for the blind, all of them located in the city of New York. The largest, in point of numbers of blind persons maintained, is the Home for the Relief of the Destitute Blind of New York City, One Hundred and Fourth street and Amsterdam avenue. This Home is supported entirely by private contributions. It has 100 inmates, 50 men and 50 women, and although not an industrial institution, the inmates are employed in such industries as they select for themselves, mainly fancy work.

The Industrial Home for the Blind, Gates avenue, Brooklyn, is a home for men only. It aims to furnish work to blind men who desire to become self-supporting, and does this whether the men live in the institution or not. About 40 are employed. These make and renovate mattresses, cane-seat chairs, and manufacture all kinds of brooms. Twenty of the men are permanent residents in the institution. This is the only industrial home for the blind in the State of New York. While the industrial department

manages to pay its way, the general expenses of maintenance are borne by private contributors.

The Church Charity Foundation of the Protestant Episcopal Church maintains, on Washington avenue, Brooklyn, a home for blind women. This is strictly a home, and the inmates, 18 in number, are mostly aged.

The St. Joseph's Blind Asylum, under the care of the Sisters of Charity, is located at Mt. Loretto, Staten Island. This is intended to be a combined school and home for blind girls and women only. During the past year the inmates numbered 12.

In all of these homes the population fluctuates more or less, but the total number maintained at any time does not exceed 200. At the date when the census was taken there were 170 persons provided for in these homes.

In the city of New York the are 1,800 adult blind persons, and as the pensions paid by the city are extended to over one thousand, the great majority engaged in the effort to support themselves apparently prefer home life to the institutions. This accounts for the small population of the private homes for the blind.

THE PROBLEM OF THE INDUSTRIAL HOME.

From the figures which have been given above, it appears that there is a comparatively small number of the blind who can be fairly considered desirous of institutional aid. Most of the blind prefer the freedom of private life and the society of their own friends rather than connection in any way with the restraints of an institution. They feel, as they frequently express it, that in their own homes they have a choice of the kind of work to do, and can regulate their hours and improve opportunities. In the institutions the occupations are limited, and even when they become expert do not afford enough returns to satisfy reasonable desires.

The employments recognized in most institutions, by which the blind are to maintain themselves, are as follows:

1. Broom making.
2. Mattress making.

3. Caning seats and backs of chairs.
4. Basket making.
5. Mat and rug weaving.
6. Brush making.
7. Rope making.
8. Wire weaving.
9. Bag making.
10. Knitting.
11. Fancy work and a few other employments of a similar character where manipulation by the fingers is a safe guide.

Some of these employments can be carried on only by men; others, like cane seating and bag making, are within the capacity of the women; but even the most expert workmen seldom earn to exceed one dollar per day at these trades. The broom making trade, which is favored in New York and other states, is not remunerative. In the Pennsylvania Working Home for Blind Men, it is carried on at an actual loss, as that institution reports an anual deficit of $230 for each blind person maintained in the institution. Whether the experience of the Pennsylvania institution can be safely accepted as that to be expected in other homes or not, it is certain that other industrial homes or workshops in the United States find the revenue from this kind of labor much less than the total cost of support. This is borne out by the experience of the Indiana Home, which manufactures brooms. The amount paid in wages to the 16 blind men employed last year was $2,500. Besides the money received for 40,000 brooms manufactured and sold, the institution received in contributions $3,500, which it paid out for its building and machinery. It closed the year with a deficit of only $63, but an examination of the amount paid for wages shows that the 16 men earned an average of only $156.25 per year. Although it was stated that their earnings were $4 to $8 per week, as there was paid them only $2,500, their actual earnings averaged $3 each per week, which is not sufficient to cover all the expenses of maintenance, and a deficit must be expected if the blind are fully maintained as residents of the Home.

The Illinois Home provided work for 70 inmates, and the annual per capita cost there was $400. There, also, the trade industry is the making of brooms. From these experiences, which seem general, it would appear that any industrial home for the adult blind established in this State, will have to depend upon either public or private charity to supplement the earnings of its inmates. Whether such an industrial home is advisable then, tending as it certainly must to institutionalize the blind who are now living in their own homes and with their relatives and friends, is a matter for most serious consideration. If any movement could assure self-support, combined with true home life, it would be most welcome, but institutions whose inevitable end is to make the blind more dependent than they are at present do not accord with the true spirit of modern philanthropy. It would therefore appear to be exceedingly unwise for the State of New York to establish conditions which must ultimately separate the blind from their relatives and friends.

EDUCATION.

In the State of New York the two schools for the Blind are, the State School for the Blind at Batavia, and the New York Institution for the Blind, New York city. The work in both of these has continued along the same general lines as in previous years, and with most gratifying results.

NEW YORK INSTITUTION FOR THE BLIND, NEW YORK CITY.

This institution was established in the year 1832 by a private benevolent corporation, and although a number of other schools were established within the same decade, this institution has the honor of being the first on this continent to undertake the systematic education of the blind. It is now located at Ninth avenue and Thirty-fourth street, New York city, but has a large tract of land on Washington Heights, to which it is proposed ultimately to remove the school. The present locality has become unsuitable owing to the radical changes in the neighborhood, due to the pre-

parations for the entrance of the Pennsylvania railroad into the heart of the city of New York. The great city terminal will be on Thirty-third street, and already some of the land has been cleared of houses in preparation for the erection of the great buildings planned by the railroad company. In anticipation of the business opportunities which the entrance of the railroad will make, the district surrounding the proposed terminal is being transformed, and the environment of the school must soon become entirely unsuitable. It is therefore fortunate that the institution possesses land to which it may be removed. The necessary preliminary steps must soon be taken, and new, commodious, well arranged permanent buildings be erected on Washington Heights.

Educational.—The work of this school is largely scholastic, although some industrial training is given. The results of the Regents examinations, which covered fourteen subjects, show that in the several classes most careful instruction is given to the pupils.

Besides the special scholastic work, but closely related to it as a mental discipline, the training in the music department has been most successful. The studies have a high cultural and disciplinary value and when successfully prosecuted, whether the pupil ever becomes able to support himself by music or not, the broadening and development of mind, due to the special studies of this department, are of the greatest value throughout his life.

The purpose of the school, as frequently declared by the superintendent, is not to equip the pupil with a particular trade but to develop his mental powers and thus fit him for any kind of employment which may later come in his way. The cultivation of the mind and the training of the hand here go together to some extent, but the greater power which the trained mind gives and the self-reliance which comes from ability to grapple with conditions, are felt to be the best equipment which the school can give to its pupils.

Financial.—In the annual report for the fiscal year, the value of property was given as $1,239,384.86, with an outstanding indebtedness of $6,242.93, to pay which, however, there was $6,428.68 cash on hand. The total receipts from all sources for the fiscal year were $117,053.86; the total expenditures $110,625.18.

Of the receipts the city and county of New York paid for the support and maintenance of pupils, $38,759.89; from other counties in the State there was received for the same purpose $4,986.01; while from other states, from interest upon investment funds, and from miscellaneous sources, the institution received $45,530.01. It received also $24,193.76 from legacies.

The total enrollment for the year was 179, and the average attendance 158. Deducting from the total expenditures the sum of $33,685.69, which was invested for the building fund, the per capita cost of maintenance for the past year, of the pupils in this institution was $486.92. As the institution received only $280 per capita for State pupils, and $300 for county pupils, it was compelled to take from the interest on its invested funds about $175 per capita in order to maintain and instruct properly the pupils sent to the school.

NEW YORK STATE SCHOOL FOR THE BLIND, BATAVIA.

The work of this school made satisfactory progress during the year. Certain modifications in the curriculum look toward a more thorough fitting of pupils for life work. The opportunities open to the blind in the State of New York and elsewhere throughout our country have been carefully considered by the Board of Managers, and in consequence that Board is endeavoring to make the course of instruction so practical that graduates may find themselves prepared for any work open to them.

Music.—The course in music has been extended, and now conforms to the requirements of the American College of Musicians. This department is open to all pupils of the school, and such as possess any musical ability are given careful instruction.

Literary.—The scholastic work, which is the most important feature in this school, has been carried forward in a thorough and systematic manner. Results, as indicated by the Regents examinations, have been gratifying, and the percentage of those who successfully pass this test seems to be increasing from year to year.

Gymnastics.—The general health has been excellent in this institution, as was the case also in the New York school. One cause

of this is the greater attention now given to physical instruction. In both the schools instruction in the gymnasium is made part of the regular work, and under competent physical directors the exercises for strengthening the body, developing elasticity of movement, erectness of carriage, and more ready response, have resulted in better health and improved appearance. In this school the pupils are encouraged to undertake very many involved gymnastic exercises. The use of the trapeze, the ladders, parallel bars, and vaulting horse is encouraged. Both boys and girls are taught to run, singly and in line, and through these exercises fearlessness is developed which is of great assistance thereafter.

In the New York city school running is encouraged, and there, too, headed by a teacher, the line is used, at least long enough to develop confidence. Running seems a simple thing, but the teacher finds it is an exceedingly difficult task to teach blind boys and girls to run freely. Children who see others run imitate their movements naturally, but the blind fear that obstacles may lie in their path, and seldom do more voluntarily than walk rapidly unless they are taught how to run.

For this reason jumping, turning handsprings, and similar exercises are easily taught in the gymnasium, but running, which appears to be the easiest of all, is really the most difficult. In both of the schools exercises of this character are of great disciplinary value. The backwardness and shrinking timidity, so natural among the blind, soon disappear and it becomes necessary to watch them constantly to prevent disasters through over-confidence. One result which may be traced to the self-reliance inspired in the gymnasium was the presentation of a part of the Merchant of Venice during the winter. In movements upon the stage, as well as in the rendition of the lines, a casual visitor would hardly have noticed that the boys and girls were blind.

Financial.—The receipts for the fiscal year ending September 30, 1903, amounted to $49,160.17. The ordinary expenditures were $41,657.55. The extraordinary expenditures for improvements were $7,480.87, making the aggregate expenditures for the year $49,138.42. The total enrollment for the year was 146, and

the average number in attendance 118, thus making the average per capita cost of support $354.12.

COMPULSORY EDUCATION.

The majority of those who attend the schools for the blind in this State are over sixteen years of age. According to the latest census returns there are in New York 135 blind children under ten years of age, and about 250 under sixteen years of age. As was stated in the earlier part of this report, the blind under the age of twenty-one number 584, yet the total number of pupils enrolled in the two schools was only 325. As many of those enrolled are over twenty-one years of age, it is apparent that a large number of the blind of the teachable age are not and have not been in attendance in the schools.

The best work is done for blind children when their education begins under sixteen years of age. There should therefore be a provision for compulsory education so that parents unable to provide properly for their blind children could be compelled to send them to a satisfactory school. If all the blind of suitable age now outside of schools and receiving no instruction were compelled to attend school, the two schools for the blind would be filled to their maximum capacity. There is no surer preventive of pauperism than a thorough education, and for this reason the opportunities offered by the schools should be placed, through a compulsory law, within the reach of every blind child in the State.

Respectfully submitted.

W. H. GRATWICK,
STEPHEN SMITH, M. D.,
AUGUSTUS FLOYD,
Committee.

REPORT

OF THE

Committee on the Deaf.

REPORT OF THE COMMITTEE ON THE DEAF.

To the State Board of Charities:

The education of the deaf is, in the State of New York, carried on in ten schools. These are widely distributed, but the majority of the pupils are in the five schools in the city of New York. The other schools are in Albany, Buffalo, Malone, Rochester and Rome.

GENERAL.

In general it may be said that the work of these schools is satisfactory, especially in those which have suitable buildings and facilities to carry on the work. It must be regarded as unfortunate that all are not as thoroughly equipped, so far as buildings are concerned, as is desirable. Although the State has been generous in the matter of appropriations to certain schools, they need changes, repairs, and additions, to fully conform to the requirements of health, convenience and comfort. The only changes in buildings, other than the ordinary repairs incident to each year, have been the construction of additional fire-escapes on the Fanwood building, and the improvement of the Albany school by a small addition to the building, and an outside stairway for use in case of fire.

ALBANY.

The Albany school is the smallest, in point of numbers attending, of any in the State. It is intended as a home school, principally, for young children. The oral method is insisted upon, and the children who have been in the school for some time show progress. A special class of slow pupils has been started, and the results of the special training in this class may prove of great interest. There is need of a school for these slow and dull pupils who do not make progress in the ordinary classes, and perhaps the special class may lead to its organization.

FANWOOD.

The New York institution on Washington Heights has almost completed the new building intended for its junior department, and with the opening of the next school year this building will be put into full service, and the old mansion be turned over to its owners. This event will mark the completion of all the buildings of this institution as planned, and make the group symmetrical. With its industrial department, gymnasium and general facilities, the New York Institution for the Instruction of the Deaf and Dumb is now probably the best appointed school for the deaf in the United States.

ROCHESTER.

The managers of the Rochester school are now considering plans for new buildings. Although the present group is in good condition, the growth of the institution has been rapid, and there will soon be need of more room in all the departments. Recognizing this fact, plans are in preparation for a model group of buildings, arranged and equipped to give the institution the best facilities to carry on its work. This school has done excellent work in the past year, as heretofore, and if the improvements contemplated are carried out, it will continue to progress along the best lines. With its high ideals and intelligent management, this institution is a credit to the State.

MALONE.

The school at Malone also has a high standard, and is doing great good to its pupils, but unfortunately it has not been able to secure all the pupils needed to fill its dormitories and class rooms. This institution has accommodations for 100 pupils, and even a few more than that number could be cared for if necessary, yet the average attendance during the year was only 76. The parents of the deaf and dumb of school age should not be permitted to keep their children out of school, and thus deprive them of necessary training. If all the deaf-mutes in this State, who are of the proper age, were sent to school, there would be no vacancies in any of the institutions. A compulsory attendance law for defectives is desirable.

The Malone school is in great need of a better equipment for the heating and laundry service. The buildings are excellent, but as the heating plant is small, there is discomfort in certain parts whenever the weather is cold. The furnaces are in the basement under the main building, and in consequence the fire danger is greater than it would be were there a special building for the boilers. These should be of different type, and be able to furnish several times the heat which can be generated by those now in use.

This institution needs also a good laundry, as the present facilities are altogether inadequate. In any rearrangement of the heating plant, it should be so changed as to furnish power for all work of this kind. A well arranged laundry, with sufficient steam power for all purposes, will greatly help this institution.

ROME.

The Central New York Institution, at Rome, remains substantially in the same condition as last year. Except for some minor repairs, it has done nothing towards alterations in its dormitory buildings. These are greatly needed, but for lack of funds cannot be undertaken. At present an indebtedness of $26,774.86 rests against the institution. Of this $10,000 is in the form of a mortgage, and $13,380.34 is in notes given to banks. The remainder, $2,394.52, is an assessment for street paving. The institution is in urgent need of improvement, but until this indebtedness is provided for, improvements must be postponed.

The general work of this school has been improved by additions to the force of teachers employed. There are now a less number of pupils under one teacher than heretofore, and special attention is given to articulation and lip reading. The changes have given satisfactory results. If the institution could get out of its financial difficulties, and make the material improvements which are needed, its general course of training would doubtless be satisfactory.

BUFFALO.

The school in Buffalo, the LeCouteulx St. Mary's Institution, has had a visitation of fire, but the admirable coolness and

prompt action of the Sisters prevented serious damage. Fortunately this school is well equipped with means to fight fire, and the stand pipes with hose attached, ready for emergencies, were put into service, so that by the time the firemen arrived the Sisters had the fire under control.

The general work is of the same excellent character as heretofore. The thoroughness of the industrial training given to the girls is one of the good features of this school. Five teachers are employed in the industrial department, and sixteen in the scholastic. In this school all the methods of teaching the deaf are employed, the oral having its due place.

During the year the institution repaid a loan of $25,166, reducing its indebtedness by that amount.

THE LEXINGTON AVENUE SCHOOL.

The changes in management recommended by the State Board of Charities were carried out as far as possible during the year. A number of broad-minded, active gentlemen have become members of the Board of Managers, and their presence and interest are bearing fruit. The classroom work is of high order, and throughout the whole institution the pupils receive excellent training. Although this institution has limited ground of its own for use as playgrounds, the proximity of Central Park makes that place available for recreation in pleasant weather. On inclement days the gymnasium permits of exercise. This institution has its burden of debt, but expects to be able to secure relief in time. The more liberal policy now adopted by the State will enable all the schools to do things which were impossible when only $280 per capita was appropriated by the State for the maintenance of pupils.

The building of the Lexington Avenue School has had many repairs and minor improvements, and is in excellent condition. One great improvement is the better light to the dark places in the halls. With good ventilation, abundant light, excellent food and clothing, the health of the children is safeguarded.

ST. JOSEPH'S INSTITUTE.

The three branches of this institute have together nearly twenty-five per cent of all deaf-mutes attending school, and the institute ranks as the second largest in the State, the New York Institution for the Instruction of the Deaf and Dumb (Fanwood), being the only school larger than St. Joseph's Institute. Two of the three schools are for girls, the Westchester branch receiving boys. The buildings are large and well appointed, especially those in Brooklyn and Westchester, and the general training is satisfactory in character, combining careful industrial training with faithful class room drill in letters, so that the boys and girls are prepared for usefulness. All receive good food, clothing, and careful individualized instruction. Attention is given to articulation and lip reading, and many of the children have made progress in this direction. The industrial training of the boys is along the line of future self-support and many capable workmen have graduated from the trades school. Taken as a whole, the work of St. Joseph's Institute is excellent, and reflects great credit on the teachers and managers.

COMPARATIVE EXPENDITURES.

The table which shows comparatively the expenditures of the several institutions is interesting in view of the fact that it throws light on three of the essentials of Maintenance—Salaries—Food—Clothing.

Under the present law all county pupils are better provided for than the pupils maintained by the State, as the institutions receive $300 for county pupils and only $280 for State. The county pupils are all under twelve years of age, and constitute about one-third only of the total number enrolled in the schools. There are now (1904) 1,020 pupils supported by the State. The total enrollment last year was 1,583, and the whole number of county pupils was less than 563, as a number of the children were supported by their friends. The average amount paid for maintenance to the schools was $287.11 per pupil.

The largest single item of expenditure in all the schools is salaries, but an examination of the per capita cost of this item in the ten schools shows that there was a difference of $95.88 between the highest and the lowest figures. In fact in the school which has the highest per capita cost for salaries, it is more than twice as much as the per capita for the same item in two other schools, and twelve dollars per capita more than in the school which is second highest on the list.

One thing should be borne in mind in considering the per capita cost of salaries—it should decrease as the number of pupils increases. Hence an institution having very many teachers in proportion to the number of pupils might be expected to have a higher per capita for salaries than a school with less teachers for the same number of pupils. But the table shows that the highest per capita for salaries is in an institution which has larger classes and fewer teachers in proportion.

In the four schools under Catholic control, the per capita cost for salaries is low, not on account of lack of teachers nor because the classes are large, but for the reason that most of the teachers belong to devoted sisterhoods, and do not draw salaries in proportion to their ability as teachers. Leaving these schools out of consideration, it will be seen that the average per capita for salaries in the other schools was $149.37. Hence, in the school which had the highest per capita, the cost was $25.63 per pupil more than the average for salaries in all the others.

The average per capita cost for all purposes in all the schools was $337.70, and excluding special payments, $311.20.

The table which shows this cost of maintenance is interesting because it presents the actual cost of the instruction of the deaf. Two of the other tables distribute, in part, the total cost.

COMPULSORY EDUCATION.

During the last fiscal year all these institutions had an average of 1,560 pupils in attendance, and a total enrollment of 1,772. They have a capacity for about 2,000 children, and could furnish excellent accommodations for this number. It is a pity the institutions are not filled.

There are no reliable statistics covering the number of teachable deaf-mutes of school age in this State, but it is certain that a large number of deaf-mute children are not in the schools. Some of these absentees are of the feeble-minded class, but most of them have normal minds and should be under instruction. For their benefit compulsory measures should be enforced to assure their education.

The special training required for deaf-mutes of feeble mind and those whose mental development is very slow can be provided only in an institution of a distinctive character. In a school of the kind suggested, many who are now classed as hopelessly defective could be trained to such an extent as would enable them to support themselves. Without such special training they become permanent dependents upon public charity.

The parents of some of these children are ignorant of the fact that their children can be educated without expense to themselves; but many other parents are reluctant to commit the care of their children to others, even for a time. If there was a compulsory attendance law under which the parents of the deaf-mutes and the parents of the blind could be compelled to send their children to the special schools at an early age, it would be to the advantage of the State as well as of the children, for in most instances the deaf-mutes and the blind who become paupers have been deprived of educational advantages until too late to be of value for self-support.

GYMNASTICS.

The committee regrets that all the schools have not well equipped gymnasiums. Some have ample facilities for physical training and regular instruction in gymnastics. There is a special necessity for this in schools for defectives. The military drill in the school on Washington Heights has had an excellent effect, and calisthenics in all the schools will be exceedingly helpful.

Six tables are appended.

Respectfully submitted.

JOHN NOTMAN,
NEWTON ALDRICH,
Committee of the Deaf.

TABLE I.

Total Receipts of the Several Schools for Deaf-Mutes, the Sources of the Same, and Total Expenditures, for the Fiscal Year Ending September 30, 1903.

INSTITUTION.	Total receipts.	From public funds.	From private funds.	Total expenditures.
Albany Home School for the Oral Instruction of the Deaf, Albany..	$10,624 76	$10,624 76	.....	$10,549 76
Central New York Institution for Deaf-Mutes, Rome	39,248 27	35,979 46	$3,268 81	38,524 64
Institution for the Improved Instruction of Deaf-Mutes, Lexington ave., New York..	67,219 02	55,944 84	11,274 18	66,388 56
Le Couteulx St. Mary's Institution for Improved Instruction of Deaf-Mutes, Buffalo..	62,290 36	36,656 76	25,633 60	61,531 63
New York Institution for Instruction of the Deaf and Dumb, 163d st., New York.....	332,590 70	124,185 19	208,405 51	183,254 84
Northern New York Institution for Deaf-Mutes, Malone.....	24,211 32	22,440 05	1,771 27	22,579 34
St. Joseph's Institute for Improved Instruction of Deaf-Mutes:				
Brooklyn	22,925 06	19,116 63	3,808 43	21,775 06
Fordham	36,701 40	30,954 64	5,746 76	34,851 40
Westchester	75,030 98	57,385 16	17,645 82	71,790 81
Western New York Institution for Deaf-Mutes, Rochester.....	60,458 50	52,538 65	7,919 85	60,673 72
Total	$731,300 37	$445,826 14	$285,474 23	$571,919 76

TABLE II.

Classified Expenditures in the Several Schools for Deaf-Mutes, and the Per Capita Cost of Food, Clothing, and Salaries, Wages and Labor, for the Fiscal Year Ending September 30, 1903.

INSTITUTION.	Salaries, wages and labor.	Per capita for salaries, wages and labor.	Provisions.	Per capita for provisions.
Albany Home School for the Oral Instruction of the Deaf, Albany.....	$3,971 80	$107 35	$2,506 31	$67 74
Central New York Institution for Deaf-Mutes, Rome	20,474 91	175 00	7,648 01	65 37
Institution for the Improved Instruction of Deaf-Mutes, Lexington avenue, New York.....	32,835 87	157 11	16,640 94	79 62
Le Couteulx St. Mary's Institution for Improved Instruction of Deaf-Mutes, Buffalo	14,198 00	92 80	7,848 94	51 30
New York Institution for Instruction of the Deaf and Dumb, 163d street, New York	68,638 33	163 81	25,213 92	60 18
Northern New York Institution for Deaf-Mutes, Malone	10,796 56	149 95	4,570 70	63 48
St. Joseph's Institute for Improved Instruction of Deaf-Mutes:				
Brooklyn	6,337 00	89 25	5,208 41	73 35
Fordham	8,783 00	79 12	6,307 56	56 82
Westchester	25,454 88	127 27	14,890 28	74 45
Western New York Institution for Deaf-Mutes, Rochester	24,766 93	143 99	9,231 61	53 67
Total	$216,257 28	$1,285 65	$100,066 68	$645 98

TABLE II.—(*Continued*)

INSTITUTION.	Clothing.	Per capita for Clothing.
Albany Home School for the Oral Instruction of the Deaf, Albany	$847 48	$22 90
Central New York Institution for Deaf-Mutes, Rome	1,720 71	14 70
Institution for the Improved Instruction of Deaf-Mutes, Lexington avenue, New York	1,839 91	8 80
Le Couteulx St. Mary's Institution for Improved Instruction of Deaf-Mutes, Buffalo	799 62	5 23
New York Institution for Instruction of the Deaf and Dumb, 163d street, New York	12,313 80	29 40
Northern New York Institution for Deaf-Mutes, Malone	1,289 15	17 90
St. Joseph's Institute for Improved Instruction of Deaf-Mutes:		
Brooklyn	1,646 93	23 20
Fordham	1,772 33	15 97
Westchester	4,181 55	20 91
Western New York Institution for Deaf-Mutes, Rochester	2,045 98	11 90
Total	$28,457 46	$170 91

TABLE III.

The Total Enrollment, the Average Attendance, and the Total Per Capita Cost in Each of the Schools for Deaf-Mutes, for the Fiscal Year Ending September 30, 1903.

INSTITUTION.	Total number of pupils.	Average number of pupils.	Total per capita cost.
Albany Home School for the Oral Instruction of the Deaf, Albany	44	37	$285.108
Central New York Institution for Deaf-Mutes, Rome	134	117	329.27
Institution for the Improved Instruction of Deaf-Mutes, Lexington ave., New York	245	209	319.223
Le Couteulx St. Mary's Institution for Improved Instruction of Deaf-Mutes, Buffalo	181	153	402.166 or $230.696*
New York Institution for Instruction of the Deaf and Dumb, 163d st., New York	464	419	437.803 or $344.234†
Northern New York Institution for Deaf-Mutes, Malone	81	72	313.046
St. Joseph's Institute for Improved Instruction of Deaf-Mutes:			
Brooklyn	81	71	306.691
Fordham	119	111	314.003
Westchester	224	200	358.951
Western New York Institution for Deaf-Mutes, Rochester	199	172	352.754 or $310.836‡

* If $25,166.00 "repayment of loans" is deducted.

† If $35,855 "for building" is deducted.

‡ If $7,189.84 "for improvements, etc.," is deducted.

TABLE IV.

Indebtedness of the Several Schools for Deaf-Mutes, September 30, 1903.

INSTITUTION.	Indebtedness.
Albany Home School for the Oral Instruction of the Deaf, Albany	.....
Central New York Institution for Deaf-Mutes, Rome	$23,280 34
Institution for the Improved Instruction of Deaf-Mutes, Lexington avenue, New York	70,700 00
Le Couteulx St. Mary's Institution for Improved Instruction of Deaf-Mutes, Buffalo	62,500 00
New York Institution for Instruction of the Deaf and Dumb, 163d street, New York	115,639 50
Northern New York Institution for Deaf-Mutes, Malone	900 00
St. Joseph's Institute for Improved Instruction of Deaf-Mutes:	
Brooklyn	45,000 00
Fordham	20,000 00
Westchester	47,000 00
Western New York Institution for Deaf-Mutes, Rochester	30,704 90
Total	$415,724 80

TABLE V.

Pupils Supported by the State of New York in the Several Institutions for the Education of Deaf-Mutes.

INSTITUTION.	State pupils supported.
Albany Home School for the Oral Instruction of the Deaf, Albany.	25
Central New York Institution for Deaf-Mutes, Rome	115
Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo	110
Institution for the Improved Instruction of Deaf-Mutes, Lexington avenue, New York	120
New York Institution for the Instruction of the Deaf and Dumb, Broadway and 163d street, New York	250
Northern New York Institution for Deaf-Mutes, Malone	65
St. Joseph's Institute for Improved Instruction of Deaf-Mutes	220
Western New York Institution for Deaf-Mutes, Rochester	115
Total	1,020

TABLE VI.

Number and Sex of the Pupils in Attendance October 1, 1903, and the Number of Teachers Employed.

INSTITUTION.	Pupils.			Teachers.		
	Male.	Female.	Total.	Scholastic.	Industrial.	Total.
Albany Home School for the Oral Instruction of the Deaf, Albany	18	21	39	5	1	6
Central New York Institution for Deaf-Mutes, Rome	65	57	122	8	3	11
Institution for the Improved Instruction of Deaf-Mutes, Lexington avenue, New York	104	102	206	24	8	32
Le Couteulx St. Mary's Institution for Improved Instruction of Deaf-Mutes, Buffalo	90	72	162	14	6	20
New York Institution for Instruction of the Deaf and Dumb, One Hundred and Sixty-third street, New York	254	162	416	28	9	37
Northern New York Institution for Deaf-Mutes, Malone	41	35	76	10	4	14
St. Joseph's Institution for Improved Instruction of Deaf-Mutes:						
Brooklyn	.....	74	74	9	1	10
Fordham	.....	112	112	9	5	14
Westchester	202	.....	202	19	4	23
Western New York Institution for Deaf-Mutes, Rochester	86	88	174	14	12	26
Totals	860	723	1,583	140	53	193

REPORT

OF THE

Committee on the Thomas Asylum for Orphan and Destitute Indian Children.

REPORT.

To the State Board of Charities:

During the year 1903 a number of important improvements were made at Thomas Asylum. A brick dormitory was erected to take the place of one of the old wooden structures which heretofore has sheltered some of the boys. A new power house also was built and stands ready for the installation of the heating and power plant. A new laundry was constructed, and it is also ready to receive the machinery in use in the old laundry and such additional equipment as may be necessary to make it complete. It is a matter of regret that the installation of the necessary machinery was not provided for by the Legislature of 1903. The appropriation then made was sufficient only to cover the cost of the buildings, and in consequence the new structures must stand unused until another appropriation becomes available. This should provide for the removal of the old laundry and power house as well as the transfer of so much of the present equipment as can be made serviceable in the new buildings.

THE GENERAL PLAN.

One more dormitory and the connecting corridors will complete the group of buildings for Thomas Asylum according to the original plans, and this dormitory should be provided for by the Legislature of 1904. Now that the asylum stands almost completed, your committee is impressed with the admirable adaptation of the buildings to the special purposes of an asylum. The dormitories are cheerful, roomy, well ventilated and equipped. The buildings are so grouped that the general oversight is not at all difficult for the superintendent or matron, and the arrangement of the dormitories in relation to the central hall facilitates the assembly for meals and special exercises in the chapel.

COST.

So far as the general plan is concerned, while this institution embodies the best thought of those who have made institutional care a study, it can be said that the cost of the institution has not been excessive. The latest ideas in arrangement have been introduced at no increase of the low per capita cost decided upon by the State Board of Charities long ago as sufficient. It has been found possible to combine beauty, utility, and economy in the buildings of this asylum.

AN OBJECT LESSON.

Beautifully located as is the institution, it stands out for all who see it as one illustration of what the State proposes to do for its dependent wards, and therefore has an educational value upon the reservation. It will prove a stimulating influence, prompting the Indians of the community to strive for the highest standard of comfort and cleanliness in their own homes.

The policy followed by the State in the development of this institution is in marked contrast to the haphazard way in which some of the other State institutions have been enlarged. For Thomas Asylum there was prepared originally a careful plan adapted to the special site chosen, and this has been followed as the several buildings have been erected from time to time. Hence the asylum is a harmonious group of buildings, each member of which adds something to the general pleasing effect.

EDUCATIONAL PROGRESS.

Not only, however, in its physical development has the institution made progress during the year 1903, it has also consistently moved forward along educational lines. A number of the older pupils were graduated in June, 1903, and the general average age of the inmates of the asylum has been greatly reduced by the withdrawal of these older pupils; but the educational plan proposes to take advantage of the opportunity thus afforded of beginning the education of the Indian child at a very early period. Experience has shown that this is advisable. The training of the Indian child is necessarily protracted, and should commence

as early as possible. The ordinary influences which surround the Indian upon the reservations are not helpful to a proper education, and for the orphan, usually forlorn and neglected, these influences are doubly harmful; hence, if the child is to receive the best equipment for future usefulness, the work of education must begin at a time when these harmful influences have done the least evil.

The Indian child does not absorb the ordinary scholastic elements of education as readily as a white child of the same age. Heredity is as influential in the one as in the other, but in the case of the white child it is a stimulating influence which makes education comparatively easy, while for the Indian heredity acts against the development work of the schools. For this reason it is not a matter of surprise that few of the Indians become men and women of broad culture; in fact it is surprising when any of them obtain such a grasp of scholarship as is usually expected of white men and women. With these things in mind, it must be said that the scholastic work of the Thomas Asylum has been notably successful. Boys and girls who have graduated from it have continued their studies in higher institutions and maintained creditable standing. This success is due to the faithful work of the teachers and the constant inspiration of those in charge of the asylum. Here, as in most other schools, the personality of the superintendent, matron and teachers always counts largely in the educational work. Many an Indian boy or girl would have retired from the classes in discouragement had it not been for the sympathetic prompting to perseverance given by those in charge; and the steady development of character can be directly traced to these helpful suggestions, and to the associations which exist in the asylum.

INDUSTRIAL TRAINING.

Some progress has been made in the matter of industrial training, but the work of the asylum in this direction needs extension if the educational equipment of the Indian wards of the State is to be complete. So far as the girls are concerned, their training in domestic work is thorough. They are taught cooking, sewing, general housework, laundering, knitting, and similar domestic

arts; but for the boys the scheme of industrial education is very incomplete. A few have been taught carpentry, some have received lessons in painting, others have worked at similar common trades and on the farm, but the general equipment for industrial training has been so incomplete that it has not been possible to emphasize this as it should be.

There is great need for an industrial building, one in which trades may be taught of a kind suitable for an Indian who desires to support himself. As the Indian is to compete in the labor market with other laborers, his accomplishments should be sufficient to enable him to earn the same wages as are paid to his competitors. His training, therefore, should be thorough in such trades as are selected. An industrial building will provide opportunity for this kind of instruction if competent teachers are allowed and material is furnished to work up during the lesson period.

FARM AND GARDEN WORK.

As most of the Indians are to live a rural life, place must be given in the course of training to the industrial occupations of the country. There is not at present sufficient opportunity for all the boys to learn farm and garden work, there being only one man to oversee the boys when engaged at farm and garden work. There are many boys, and they require careful supervision, and for their instruction an additional farmer-gardener is necessary.

MAINTENANCE.

Your committee regrets that the appropriation made for the maintenance of this institution has not been large enough to permit the children to be properly clothed at all times. The allowances of many of the staple articles of food have been ample. There are some items in the ordinary diet which have not been in sufficient quantity, such, for example, as sugar; but the allowances of clothing and clothing material and also of dining-room and kitchen equipment have been altogether insufficient. A more liberal policy will be conducive to better work all around.

The asylum has now 160 inmates besides the officers and employes required, yet only $25,747.93 were expended for maintenance during the last fiscal year. As over one-half of this amount

was for the salaries of attendants and teachers, the expenditures for other purposes were not very heavy. Thus, provisions cost only $3,233.55, and clothing $1,230.40. Fuel and light cost more than provisions, and shop, farm and garden supplies more than clothing.

REPAIRS.

A few minor changes are necessary in one or two of the buildings. These are in the nature of repairs in most cases, but the school building requires an additional toilet room to make it satisfactory. The other buildings are in need of painting and pointing, and, when the new dormitory is contracted for, the remaining wooden building should be removed. It is now occupied as a dormitory for the small boys, and from its inflammable character is a constant menace to all the other buildings. Some additional radiators are needed, but the installation of the new boilers will afford the opportunity to complete the general arrangements for heating. The new conduit having been dug, it is ready for the pipes. In addition to these improvements, the corridors leading from the buildings to the central dining hall should be provided for.

Respectfully submitted.

W. H. GRATWICK,
Committee.

REPORT

OF THE

Committee on the New York State Hospital for the Care of Crippled and Deformed Children.

REPORT.

To the State Board of Charities:

Your committee on the New York State Hospital for the Care of Crippled and Deformed Children reports as follows:

Little change has taken place in this institution during the past year. Its capacity has not been increased since the institution was opened. At the beginning of the fiscal year the institution had under its care twenty-five patients, and at the close the same number, although not all the same patients, were undergoing treatment. At one time an additional child was taken in, but to make room for him involved uncomfortable crowding of all the others, and the normal capacity has not been exceeded since the discharge of a child reduced the number present to twenty-five.

This hospital is intended for the temporary care of curable cases only. It has not the conveniences, nor is it arranged for custodial purposes. The children received are carefully selected, with curative treatment in view, and as a consequence in all cases the sojourn in the institution has resulted in benefit.

COST.

The per capita cost of maintenance was $8.63 per week, an increase of 26 cents over the fiscal year preceding. Were the full expenses for all purposes included, the cost would be a little higher. Many things were donated, and the salary of the teacher was paid by a friend of the institution, so that the weekly per capita cost only represents the amount paid from the maintenance appropriation. Considering the special work being done, and the small number of patients in the hospital, it is to be expected that the per capita cost will be higher than in most of the other State institutions.

CLASSIFICATION.

Fifty-two patients altogether were under treatment during the year. Their diseases or deformities are classed as follows:

Hip-joint disease	20
Pott's disease of the spine (humpback)	8
Knee-joint disease (white swelling)	5
Knock knee	2
Club foot	3
Deformities of infantile paralysis	7
Lateral curvature of the spine	1
Rachitic curvature of the spine	1
Congenital dislocation of the hip	4
Torticollis (wry neck)	1
Total	52

Of the fifty-two children under treatment, thirty-three were sufferers from tuberculosis disease of the joints. Of the twenty-seven patients discharged after treatment, over fifty per cent were discharged as cured, and the others as greatly improved. During the year eighteen surgical operations were performed upon nine of the patients. Some of the patients discharged as cured were in the hospital for a short time only; other patients have been in the hospital since its establishment, but the average time of treatment of the twenty-seven discharged was over fifteen months. This shows that a prolonged residence in the hospital is necessary to the best results.

A NEW HOSPITAL.

The necessity for a larger building has been set forth heretofore, and your committee believes that without enlargement it will be impossible for the hospital to do the work contemplated by its establishment. The selection of a location was committed to a special commission in 1903, and, after the examination of a number of proposed locations, one in the neighborhood of Haverstraw has been chosen. This place has ample ground for all

necessary new buildings, and is convenient to the city. Probably before another year has passed, the hospital will have been moved to this place, and the sooner the removal is accomplished, the better. The present building is in no way suitable for hospital uses, and is now in such state as to require the expenditure of considerable money to put it in good condition, but every dollar available for the hospital should be expended where it will have permanent value. For this reason your committee urges the removal of the Hospital for the Care of Crippled and Deformed Children at the earliest possible date.

Respectfully submitted.

ANNIE G. DE PEYSTER,
STEPHEN SMITH, M. D.,
AUGUSTUS FLOYD,
Committee.

THIRD ANNUAL REPORT

OF THE

New York State Hospital for the Care of Crippled and Deformed Children, to the State Board of Charities.

LOCATION OF THE HOSPITAL.

The hospital building is located at Tarrytown, N. Y., about one mile south of New York Central and Hudson River Railroad station, at Paulding avenue, on the banks of the Hudson river.

BOARD OF MANAGERS.

APPOINTED BY THE GOVERNOR OF THE STATE.

THE RT. REV. HENRY C. POTTER, D. D.

J. HAMPDEN ROBB.

J. ADRIANCE BUSH.

GEORGE BLAGDEN, JR.

NEWTON M. SHAFFER, M. D.

OFFICERS OF THE BOARD.

President.

THE RT. REV. HENRY C. POTTER, D. D.

Secretary and Treasurer.

GEORGE BLAGDEN, JR.

Chairman of the Executive Committee.

NEWTON M. SHAFFER, M. D.

MEDICAL STAFF.

CONSULTING PHYSICIANS AND SURGEONS.

Of the College of Physicians and Surgeons, New York city.

ROBERT F. WEIR, M. D.

FRANCIS DELAFIELD, M. D.

Of the Cornell University Medical College, New York city.

LEWIS A. STIMSON, M. D.

W. GILMAN THOMPSON, M. D.

Of the University-Bellevue Medical College, New York city.

JOSEPH D. BYRANT, M. D.

A. ALEXANDER SMITH, M. D.

Of the Albany Medical College.

A. VAN DER VEER, M. D.

SAMUEL B. WARD, M. D.

Of the Buffalo Medical College, Buffalo, N. Y.

ROSWELL PARK, M. D.

CHARLES G. STOCKTON, M. D.

Of the Long Island Medical College, Brooklyn, N. Y.

JOHN D. RUSHMORE, M. D.

JOHN A. McCORKLE, M. D.

Of the Syracuse University, Syracuse, N. Y.

JOHN A. VAN DUYN, M. D.

HENRY L. ELSNER, M. D.

REGINALD H. SAYRE, M. D., of New York city.

L. A. WEIGEL, M. D., of Rochester, N. Y.

RICHARD B. COUTANT, M. D., of Tarrytown, N. Y.

HENRY A. GATES, M. D., of Delhi, N. Y.

GRANT C. MEDILL, M. D., of Ogdensburg, N. Y.

FRANK W. SEARS, M. D., of Binghamton, N. Y.

ATTENDING MEDICAL STAFF.

Surgeon-in-Chief.....NEWTON M. SHAFFER, M. D.

First Assistant Surgeon.....P. HENRY FITZHUGH, M. D.

Assistant Surgeon.....HENRY SCOTT, M. D.

Assistant Surgeon.....FANEUIL S. WEISSE, M. D.

EXECUTIVE OFFICERS.

Superintendent.....THE SURGEON-IN-CHIEF.

RESIDENT OFFICERS.

Assistant Superintendent.....GEORGE M. WHITE.

Matron.....MISS GERTRUDE A. HOXIE.

Stenographer.....MISS VINCEY FOOTE.

Trained Nurses..... MISS MARY GILMARTIN.
MISS ANNA KUNZE.

MY DEAR SIR:

With this I beg to transmit to you the report of the Surgeon-in-Chief of the New York State Hospital for the Care of Crippled and Deformed Children for the year ending September 30, 1903.

This report, I would add, has been submitted to the Board of Managers and adopted and approved by them.

I am, dear sir, very faithfully yours,

HENRY C. POTTER,
President.

The Hon. ENOCH VINE STODDARD, M. D., *President.*
December 17, 1903.

Report of the Surgeon-in-Chief and Superintendent.*

To the Board of Managers of the New York State Hospital for the Care of Crippled and Deformed Children:

Gentlemen.—I submit herewith, for your consideration, a report of the work performed in your hospital for the year ending September 30, 1903.

While this is, strictly speaking, a report of only one year's work, it seems an appropriate occasion to review what has been accomplished during the thirty-four months that the hospital has been in existence. It is less than three years ago that the hospital opened its doors for the reception of patients.

With accommodations for only 25 patients, we have received and treated 52 patients during this period. These are classified as to disease or deformity as follows:

Hip-joint disease	20
Pott's disease of the spine (humpback)	8
Knee-joint disease (white swelling)	5
Knock knee	2
Club foot	3
Deformities of infantile paralysis	7
Lateral curvature of the spine	1
Rachitic curvature of the spine	1
Congenital dislocation of the hip	4
Torticollis (wry neck)	1
Total	52

Of this total, 33, or 63.46 per cent., were cases of tuberculous disease of the joints. Of the whole number treated 27 have been discharged. Of these, 55.55 per cent. were cured and 44.45 per

* Read before an adjourned meeting of the Board of the Managers held on December 17 1903.

cent. discharged as more or less improved, many of them practically cured. 51.92 per cent. of the whole number treated have been discharged.

Eighteen surgical operations have been performed upon nine patients, in all cases with marked benefit.

It would be interesting to go into details and give a personal history of many of the patients that have been discharged. We keep in close touch with them, either through some clinic or dispensary where they are watched by some member of the attending staff in New York city, or by letter, in those instances where the patients reside in remote districts. There have been no relapses or deaths. Those discharged, as cured, are examined, if accessible, from time to time, and those who have been "relieved" and are still under professional observation, are carefully watched when it is possible to reach them. Their home surroundings are known and their parents, so far as possible, willingly carry out the instructions of the surgeons. These parents prove by their care for their children that they are almost always willing and anxious to follow the instructions of an interested medical advisor; and this interested medical care is necessary to secure the best attainable result. If a relapse occurs and the symptoms demand it, these patients are eligible to re-admission.

Some of the patients discharged as cured have been in the hospital a comparatively short time. These patients had been previously treated elsewhere by some dispensary or at one of the clinics in New York city and had reached a point in treatment where it was necessary, in order to insure a good result, to have the patient under continuous observation during the experimental removal of the apparatus; where every day the convalescent but vulnerable joint could be tested and a decision reached as to the actual condition of the more or less damaged articulation; for a tuberculous joint may at times seem quite well when it is far from recovery. So, also, some of the patients operated on by Prof. Lorenz at the Cornell Medical College clinic in New York city in December, 1902, were received for treatment. In all these cases hospital treatment was important; and the patients thus received would have been without proper surgical attention and treatment had we not cared for them.

The average time of treatment of the 27 patients discharged since the hospital opened its doors on December 7, 1900, has been one year, 3.6 months, and of the patients who are now in the hospital, the average residence is one year, four months. Some of this latter class have very chronic tuberculosis joint disease, with abscess involving the bone, and their detention in the hospital for a long time is absolutely necessary.

Of the 25 patients now resident in the hospital, 7 were received during the ten months ending September 30, 1901, and 9 during the year ending September 30, 1902, and 9 during the year ending September 30, 1903. A few of those patients will be discharged soon. Of the patients relieved, some, as for instance, those afflicted with infantile paralysis, must necessarily wear apparatus for an indefinite time. With the apparatus in good order they can walk well. Sooner or later, however, the apparatus becomes worn out and useless. There should be some way arranged by which these patients, living out of New York city and remote from the hospital, could be sent to the hospital for a short period every six months to have their apparatus put in order.

The details for the year ending on September 30, 1903, are as follows:

On the first day of October, 1902, there were 25 patients in the hospital. Of these, 16 had hip disease, 1 had Pott's disease of the spine, 2 had club foot, 4 had infantile paralysis, 1 knee-joint disease and 1 lateral curvature of the spine.

During the year ending September 30, 1903, 12 new patients were admitted. These were classified as follows: Hip disease, 4; congenital dislocation of the hip, 3; Pott's disease, 2; infantile paralysis, 1; knee-joint disease, 1; club foot, 1.

Of the 37 treated during the year, 24 were boys and 13 were girls, and of this number, 12, or 32.43 per cent. of the whole number, were discharged. Seven of these twelve were cured, and five were so far relieved that ordinary home care, in all probability, is all that is necessary to complete the cure. And we endeavor to make certain before we discharge a patient as "relieved" that good home care will be given; but no patient is discharged as "relieved" with actual, progressive disease. They

have reached the convalescent stage in recovery, or they are put in the best attainable condition if they belong to the "non-inflammatory class," like infantile paralysis, knock knee, etc. But if he resides in or near New York city no patient is discharged that cannot be watched at home. The patients coming from New York city and its environs have one advantage over those residing at remote points, in this respect—they can be watched and controlled at home by the same surgeons who treated them while they were in the hospital.

It is impossible to state with absolute accuracy the number of applicants for admission that have been received during the past year. Two hundred and twelve formal applications, of which a record has been kept, have been received, and verbal applications made to the members of the medical staff, have been, it is estimated, upwards of one hundred and fifty. A formal record of these verbal applications has not been kept. It is noticed that applications from the interior of the State have shown a considerable increase.

With at least three hundred and fifty applications for admission, we have been able to receive only twelve patients into the hospital. The number of poor cripples, for whom much can be done in both city and State, and for whom no adequate hospital accommodations exist, is as yet unknown, but it is safe to say that there are several thousand of them. The pressing need of the new hospital, various sites for which are now under consideration, which will soon be erected, and which, when completed, will accommodate a much larger number of patients, becomes very apparent when the demands made upon us are even briefly considered; and it is with much pleasure that we note that in Ohio, as well as in Minnesota, the care and treatment of crippled and deformed children by the State is receiving proper attention.

Hampered as we have been by a small and inadequately equipped hospital building; overwhelmed with hundreds of applications, which we have been obliged to decline; lacking the room for a full corps of assistants, and with overcrowded wards, we have nevertheless kept in mind the ultimate benefit of those committed to our care; and the excellent results obtained speak well for the resident officials who have given much time and energy

to the care of the patients—oftentimes at considerable personal inconvenience.

The work of the hospital for the past year has been carefully summarized in tabular form. Each patient treated is mentioned by number, and the condition briefly stated, both at the time of reception and at the end of the year. I call especial attention to these tables, a careful study of which will repay those who are interested in our work.

Table No. I represents all the patients who are continued under treatment from previous years. In Table No. II are classified all the new patients who were received during the year. Table No. III gives at a glance the condition on admission and discharge of all patients discharged during the year. In Table No. IV will be found a list of surgical operations performed, and in Table No. V are summarized as to disease, age and residence, all the formal applications for admission.

I append, with pleasure, a "List of Donations of Money and Material." The money received has been largely used in employing a teacher and in purchasing supplies for the school room. Some money has been used also in giving the children rides, sails and other outings, as specially desired by those who made the gifts. The books, clothes, etc., have all gone to make the lives of our little inmates much happier. The formal thanks of the hospital is given to these kind and thoughtful donors.

Respectfully submitted.

NEWTON M. SHAFFER, M. D.
Surgeon-in-Chief and Superintendent.

TABLE No. I.

Summary of "Continued Patients."

Case number.	Date of admission.	Age, years.	Resident county.	DISEASE.	Application made and endorsed by affidavit of	Condition on admission as per last report.	Remarks.
	1900.						
1	Dec. 7	6	New York.....	Club foot.....	Mother.....	Rigid club foot.....	Discharged cured.
2	Dec. 7	7	New York.....	Hip disease.....	Mother.....	Stiffness, deformity and abscess.....	Is improving steadily. A good result is assured.
3	Dec. 7	10	New York.....	Hip disease.....	Mother.....	Thigh flexed and abducted; very painful; abscess.	Abscess healed; general condition remarkably improved. A good result is assured.
4	Dec. 19	11	Kings.....	Hip disease.....	Mother.....	Hip painful and stiff.....	Discharged cured; hip motion nearly normal; a perfect recovery with one and one-half inches shortening.
	1901.						
5	Jan. 6	13	New York.....	Hip disease.....	Father.....	Deformity and pain.....	Discharged improved. Limb in good position. No disabling deformity.
6	April 11	9	Westchester...	Hip disease.....	Overseer of poor....	Pain and extreme deformity: abscess; unable to walk.	Abscess healed; no disabling deformity; much improved.
7	April 17	16	New York.....	Hip disease.....	Aunt and guardian..	Great deformity, pain and abscesses; unable to walk.	Very much improved. Limb straight.
8	April 17	12	New York.....	Congenital dislocation of hip.	Mother.....	Great deformity.....	Discharged cured. Deformity removed. Good hip motion
9	April 23	12	New York.....	Hip disease.....	Mother.....	Deformity and pain.....	Much improved. No disabling deformity. Good hip motion
10	April 23	12	New York.....	Hip disease.....	Mother.....	Deformity and stiffness.....	Apparatus removed Under observation prior to discharge.
11	May 21	12	Ontario.....	Infantile paralysis and club feet.	Superintendent of poor.	Disability.....	Able to walk quite well. Discharged much improved.
12	June 21	11	Orange.....	Hip disease.....	Guardian.....	Abscess; deformity.....	Position of limb good. Is steadily improving.
13	Sept. 4	5	New York.....	Hip disease.....	Guardian.....	Hip rigid and deformed.....	Discharged cured; motion normal; walks without limp; one-quarter inch shortening.
	1902.						
14	Oct. 30	4	New York.....	White swelling of the knee.	Mother.....	Knee bent at right angle; very much swelled and acutely painful. Abscess present In bed six months. General condition very poor.	Improving. Joint motion increased. General condition excellent.
15	Nov. 4	5	Queens.....	Hip disease.....	Mother.....	In bad condition on entrance. Large abscesses discharging profusely. In bed for seven months. Hip much deformed. Critical condition.	Abscess entirely healed. Good hip motion. General condition excellent.

16	Dec.	9	11	Westchester ...	Hip disease.....	Mother	Condition on entrance very bad. Deformity marked. Six abscesses. Pain and fever. In bed six months.	Very much improved. No disabling deformity.
17	Dec.	17	7	Monroe.....	While swelling of the knee.	Superintendent of poor.	Knee much deformed and very much swelled. Abscess Was regarded as a hopeless case. In bed four months	Swelling and deformity overcome. Joint motion increasing steadily.
18	May	28	9	Suffolk.....	Hip disease.....	Mother	Deformity; pain; anaemic; disease of long duration.	No disabling deformity. Very much improved
19	June	25	7	New York.....	Hip disease.....	Mother	Hip much contracted. Disease of long duration.	Improving every month. A good result is assured.
20	Aug.	16	7	Westchester....	Infantile paralysis...	Mother	Unable to walk without assistance. Leg almost completely paralyzed.	Walks well in apparatus. Comes to hospital for examination, since discharge.
21	Sept.	8	10	New York.....	Hip disease.....	Mother	Hip contracted and deformed. Very painful. No abscesses. General condition good.	Discharged cured. Good hip joint motion.
22	Sept.	12	5	Chemung.....	Infantile paralysis...	Mother	Almost complete paralysis of lower extremities. Thigh drawn up on abdomen. Extensive muscular contraction.	Deformity removed. Walks in apparatus with help.
23	Sept.	15	7	Putnam	Infantile paralysis...	Mother	Unable to walk without crutches. Extensive paralysis of lower extremities, and marked muscular contraction.	Walks about in apparatus without assistance. No disabling deformity.
24	Sept.	30	9	Ulster	Lateral curvature of the spine.	Sister.....	Marked curvature to the left. Curved very rigid.	Discharged relieved. Reports at hospital. Improved.
25	Sept.	30	5	Westchester....	Pott's disease	Guardian	Abscess and deformity. Fever and debility. In bad condition.	Very marked improvement. No increase in deformity.

TABLE No. II.—(Continuation of Table No. I.)

Summary of New Patients Received During the Year.

Case number.	Date of admission.	Age when admitted.	Resident county.	DISEASE.	Application made and indorsed by affidavit of	Condition on admission as per last report.	Remarks.
26	1902. Oct. 10	13	New York.....	Knee joint disease..	Mother.....	Knee flexed. Pain on pressure. But little motion. Disease of the bone.	Apparatus applied. Flexion overcome. Disease apparently arrested. Discharged much improved.
27	Dec. 17	5	Ulster.....	Congenital dislocation of hip.	Father.....	Congenital dislocation left hip joint.	Operated on by Dr Lorenz. After six months plaster splint was removed and hip found in perfect position. Cured.
28	1903. Jan. 28	6	Cayuga.....	Pott's disease.....	Mother.....	Much deformity and pain. Marked muscular contraction. Abscess.	Is slowly improving Abscess less. Is very active and it is hard to keep patient quiet.
29	Feb. 27	13	New York.....	Hip disease.....	Mother.....	Right leg three inches shorter than left. Walked with aid of crutches. Eight years duration. Very marked deformity. Joint stiff.	Treated on inclined plane with traction splint in bed for four months. Much improved. Deformity modified. Good motion at hip. A chronic skin trouble interferes at present with continuous treatment.
30	April 21	2	Westchester....	Curvical Pott's.....	Grandmother.....	Pain. Head twisted to one side. In poor condition.	Pain has disappeared under treatment with chin piece attached to spinal brace. Head in normal position. Very much improved.
31	April 30	6	Chautauqua....	Infantile paralysis...	Mother.....	Thighs contracted. Legs absolutely useless. Operation on both legs. Unable to stand alone.	Limbs straightened by operation Can now walk about in apparatus without assistance.
32	June 29	4	Westchester....	Knee joint disease...	Mother.....	Deformity. Extensive disease. Very sensitive joint. Abscess. Leg flexed on thigh to nearly right angle.	A very acute inflammation. Patient obliged to keep a recumbent position. Deformity nearly overcome.
33	July 14	9	New York.....	Congenital dislocation of hip.	Mother.....	Congenital dislocation right hip joint. Operated on by Dr. Lorenz at Cornell clinic.	An imperfect socket at the hip prevents a complete reduction of the dislocation "Anterior reposition." Patient walks well. Cured. Good result.
34	July 14	7	New York.....	Congenital dislocation of hip.	Father.....	Congenital dislocation left hip joint. Operated on by Dr. Lorenz at Cornell clinic.	Perfect reduction. Patient walks normally. Runs up and down stairs with perfect ease.

35	July	22	7	Putnam	Hip disease	Mother	Very painful joint. Abducted and flexed. Unable to use limb.	Under active treatment. Inclined plane with traction splint. Doing well. Deformity much reduced.
36	July	29	9	New York	Hip disease	Father	Dispensary patient. Came with his splint applied. Dispensary treatment one year. Splint removed for observation. Joint motion free.	After two months observation without apparatus, patient was discharged cured.
37	Sept.	28	8	Greene	Paralysis	Mother	Both tendo-Achilles' slightly shortened Feet held in slight equino-varus.	This patient only needed hospital care for a short time for the application of ankle braces. Discharged relieved.

TABLE No. III.

List of Surgical Operations Performed During the Year Ending September 30, 1903.

Case number.	Age.	Date.	DISEASE.	Operation.	Remarks.
		1902			
22	6	Oct. 11	Infantile spinal paralysis.	Division of the thigh flexors on both sides for deformity.	Deformity corrected. Walks in apparatus with assistance.
23	9	Oct. 11	Infantile paralysis.	Thigh flexors on both sides stretched by manual pressure to correct deformity.	Deformity corrected. Walks well in apparatus without assistance.
27	5	Dec. 21	Congenital dislocation of hip.	By Dr. Lorenz.....	Cured and discharged.
		1903			
31	6	June 18	Infantile paralysis.	Subcutaneous division of the thigh flexors for deformity.	Deformity corrected. Walks well in apparatus without assistance.

TABLE No. IV.

Summary of Disharged Patients for the Year Ending September 30, 1903.

Case number.	DISEASE.	Condition on admission.	Condition on discharge.
1	Club foot	Rigid club foot	Discharged cured.
4	Hip disease	Hip painful and stiff	Discharged cured. Hip motion nearly normal. A perfect recovery with one and one-half inch shortening.
5	Hip disease	Deformity and pain	Discharged improved. Limb in good position. No disabling deformity.
6	Congenital dislocation of hip	Great deformity	Discharged cured. Deformity removed. Good hip motion.
11	Infantile paralysis; club foot	Disability	Able to walk quite well. Discharged much improved.
13	Hip disease	Hip rigid and deformed	Discharged cured. Motion normal. Walks without limp. One-quarter inch shortening.
20	Infantile paralysis	Unable to walk without assistance. Leg almost completely paralyzed.	Discharged much improved. Walks well in apparatus. Comes to hospital for examination.
21	Hip disease	Hip contracted and deformed. Very painful. No abscesses. General condition good.	Discharged cured. Good hip joint motion.
24	Lateral curvature of the spine	Marked curvature to the left. Curve very rigid.	Discharged relieved. Reports at hospital for observation.
26	White swelling	Knee flexed. Pain on pressure. But little motion.	Discharged much relieved. Flexion overcome; disease apparently arrested.
27	Congenital dislocation of hip	Congenital dislocation left hip joint.	Discharged cured. Hip in perfect condition.
36	Hip disease	"Dispensary patient." Came with hip splint applied. Dispensary treatment one year. Splint removed for observation. Joint motion free.	Discharged cured.

TABLE No. V.

Summary of Applications for Admission Received During the Year.

DISEASES.	Ages of Applicants.				Total.	Residence.	
	Age unknown.	Under 5 yrs.	5 to 10 yrs.	10 to 16 yrs.		New York county.	Other counties.
Hip disease	6	8	22	23	51	35	16
Pott's	1	5	12	3	21	17	4
Club foot	1	7	4	4	16	13	3
Infantile paralysis	2	4	12	6	24	17	7
Hydrocephalus	.....	.....	.....	1	1	1	.....
Paralytic affection	2	4	6	1	13	4	9
Knee joint disease	.....	4	8	4	16	14	2
Rachitis	.....	1	1	2	4	3	1
Lateral curvature	.....	.....	2	5	7	4	3
Knock knee	3	10	4	1	18	17	1
Spastic paralysis	.....	2	3	.....	5	4	1
Torticollis	.....	.....	3	.....	3	3	.....
Cerebral paralysis	1		1	.....	2	2	.....
Osteitis	.....	1	1	1	3	3	.....
Congenital dislocation of hip	.....	3	9	4	16	10	6
Not stated	2	1	5	1	9	6	3
Total	17	46	93	56	212	156	56

DONATIONS TO THE HOSPITAL OF MONEY, CLOTHING, MATERIALS, ETC.

1902.

Oct. 4. Dr. Henry Scott, 4 bundles of magazines.

10. Miss Anna R. Bush, loan of 11 books.

Dr. R. B. Coutant, St. Nicholas, 1 year.

16. Mrs. D. S. Merritt, 5 magazines, 5 Youth's Companions.

21. Miss M. Gould, materials for fancy work.

22. Sunshine Society of Tarrytown, large quantity of papers and magazines.

24. Dr. R. B. Coutant, 5 magazines.

25. Miss Isoline H. Geisse, Montclair, N. J., brace.

29. Mrs. Homer R. Frost, Tarrytown, girl's winter coat.

28. Malt Diastase Co., Brooklyn, 1 dozen sample bottles maltzyme with cod liver oil.

Nov. 3. Dobbs Ferry Branch of the Needlework Guild of America, 6 pairs of drawers, 46 undershirts, 8 handkerchiefs, 4 pairs of knit shoes, 18 pairs of stockings, 10 undershirts, 1 dressing sack.

4. Mrs. N. M. Shaffer, New York city, 4 packages of candy.

Mrs. David Merritt, 3 undershirts, 1 pair of drawers.

5. Miss Anna R. Bush, 2 pounds of candy.

7. Tarrytown Branch of the Needlework Guild of America (Mrs. C. F. Odell, president), 3 sheets, 1 apron, 17 towels, 18 petticoats, 4 pillow cases, 3 nightgowns, 6 undershirts, 15 pairs of drawers, 2 shirts, 18 pairs of stockings.

Maltine Co., Brooklyn, 16 bottles maltine.

11. Mrs. F. L. M. Masury (through Dr. Fitzhugh), No. 47 West Eighty-seventh street, New York, 5 pajamas, 2 pairs nightdrawers, 6 shirts, 11 pairs stockings, 1 pair underdrawers, 1 pair pants, 1 pair suspenders, 1 belt, 9 neckties, 16 linen collars.

17. A. Lockwood Danielson, Providence, R. I., box containing 2 pairs shoes and braces, 1 pair night-retention braces.

Mrs. David Merritt, Tarrytown, N. Y., 2 nightshirts.

1902.

Nov. 18. Mrs. Henry Dodd, Boston, Mass., girl's winter coat.

Mrs. N. M. Shaffer, 1 pair gloves, 2 hat pins, 2 stick pins, silk handkerchief, pictures.

20. Mrs. Frost, Tarrytown, coat and vest.

Mrs. Archer, Tarrytown, 3 transparent slates, 3 boxes water colors.

22. Mrs. L. De Lenoy, 15 John street, Tarrytown, magazines and Christian Endeavor papers.

Mrs. William E. Peck, 12 East Fifty-eighth street, New York, hat for patient, dress for patient.

Dec. 16. Dr. R. B. Coutant, $5, to be expended for Christmas for patients.

18. Miss Hard, New York, provided entertainment for children, stereopticon views and lecture.

Miss Brown, New York, ice cream and cake for the patients.

20. Mrs. Talbot J. Taylor, Cedarhurst, N. Y., contribution for Christmas, $25.

Miss Mabel Welsh, New York city, shawl, 1 dozen nightgowns, 9 pairs of stockings, 25 packages of candy, 2 books, 2 dozen handkerchiefs, 1 package cards, 1 toy.

24. Captain Thomas Black, Rondout, N. Y., $25 cash for Christmas.

Mrs. Thomas Black, $2.50 cash for Christmas.

Miss Anna R. Bush, Christmas tree and box of holly.

Miss Coddington, 10 boxes candy, 3 neckties, 4 boxes handkerchiefs, 5 boxes crayons, 6 trumpets, 2 Noah's arks, 1 Yankee watch, 4 dolls, assortment tree ornaments, 2 books, 1 toy set dishes, 1 box soldiers.

Miss Partelou, teacher, 26 assorted Christmas gifts.

Russell & Lawrie, 5-pound box of candy.

Through Horace White, Esq., editor of the Evening Post, $10 cash.

Miss Anna R. Bush, Christmas tree.

31. Captain Thomas Black, Rondout, N. Y., 6 boxes cocoa.

1903.

Jan. 2. Mrs. R. Luft, Rondout, N. Y., turkey.

8. Mrs. Lillie De Lanoy, Tarrytown, N. Y., 1 pair gloves, 1 pair mittens, 1 bundle magazines.

10. Mrs. Thomas Black, Rondout, N. Y., 10 blouse waists, 4 pairs pants.

13. Mrs. Newton M. Shaffer, New York, colored pictures.

21. Mrs. Temple, Tarrytown, package of papers.

22. Mrs. Rosalie Luft, Rondout, N. Y., 2 boxes ginger snaps, 1 box animal crackers, 1 roast, 2 steaks, pail of lard, 5 pounds butter.

From a friend, 2 barrels of apples.

27. Mrs. M. Pack, Stillwater, N. Y., 1 brace.

Mrs. Newton M. Shaffer, New York, flag for schoolroom, maps for schoolroom.

30. Florence Vanderbilt, Tarrytown, 2 games, package of pictures, 2 scrapbooks, 9 books.

Mrs. Lillie De Lenoy, No. 13 John street, Tarrytown, N. Y., 1 pair mittens, 2 mechanical toys, 2 shirts, package of cards and pictures.

Feb. 2. Mrs. Thomas Black, Rondout, N. Y., 1 large box of cakes, cookies, etc., 2 dozen eggs.

3. Mrs. Charles Gregory, Sherman Square Hotel, New York city, $25 for clothing, etc., for the children.

7. Mrs. Thomas Black, Rondout, N. Y., 3 layer cakes, 6 cups jelly, 1 box cookies.

10. Mrs. H. L. R. Edgar, 2 shirt waists, 6 pairs pants.

12. Mrs. F. N. Wolff, 31 West Fifty-fourth street, New York, 30 valentines.

Miss Helen Church, Boston, cash, $10.

Captain Thomas Black, Rondout, N. Y., cash, $5.

13. Mrs. David Merritt, Tarrytown, N. Y., 5 shirts, 1 vest.

17. Miss Helen Dawes Brown, No. 24 West Thirty-eighth street, New York, 1 copy "Little Miss Phoebe Gay."

18. Sunshine Society of Tarrytown, bundle of papers.

Dr. Newton M. Shaffer, large box of braces and shoes.

1903.

Feb. 20. Lady interested in the hospital, cash, $1,000.

21. Mr. Fred. Odell, team and sleigh to take children for ride.

March 4. Junior League Asbury Methodist Church, Tarrytown, N. Y., 2 bundles papers.

21. Tarrytown Branch Sunshine Society, papers and magazines.

27. Mrs. P. A. Edmond, ¾ dozen fresh eggs.

April 8. Auburn Branch Sunshine Society, Auburn, N. Y., large box toys and books.

10. Master Fred Connell, Tarrytown, N. Y., 5 pairs knee breeches, 2 pairs shoes, 1 coat, 1 pair stockings, 1 blouse, 4 undershirts, 1 pair drawers, 3 collars, 1 cap.

Mrs. Beltzhoover, Ardsley, N. Y., 1 bathrobe, 6 pairs drawers, 3 undershirts, 4 combination nightdrawers, 3 pairs of shoes, 6 pairs hose, 16 Easter toys, 1 box candy.

11. Mrs. H. Luft, Rondout, N. Y., 25 colored eggs, 1 pail lard.

Mrs. Thomas Black, Rondout, N. Y., 3 dozen oranges, 10 pounds candy, 30 colored eggs, 1 dozen toy rabbits.

Miss Mabel Welsh, fancy ice cream and cakes for Easter.

Mrs. Newton M. Shaffer, New York, 25 potted plants for Easter.

13. Miss Anna R. Bush, fancy ice cream, 30 Easter eggs, Jack Horner pie.

20. Mrs. Montague, Dobbs Ferry, N. Y., 1 dress, 1 shirt waist, 1 nightdress, 2 pairs drawers, 7 pairs knee breeches, 5 pairs hose supporters, 2 pairs combination pants, and hose supports.

23. Nine girls at St. John's Sunday School, Tuckahoe, 24 skirts, 11 dresses, 5 sacques, 5 aprons.

Ladies St. John's Parish, Tuckahoe, 12 pairs stockings, 4 shirts, 2 pairs boots.

1903.

April 23. Violet Marion Gunther, New York city, 1 set floor croquet, 1 workbox, 6 games, 5 dolls, 2 boxes paints, toy typewriter, 2 doll's houses, doll's clothes and furniture, 1 bundle miscellaneous toys, etc.

28. Mrs. S. E. Huntington, 36 Remsen street, Brooklyn, N. Y., 2 boxes of braces and orthopaedic apparatus.

May 2. Mrs. Fred L. M. Masury, 43 West Eighty-seventh street, New York city (through Dr. Fitzhugh), 3 overcoats, 2 pairs pants, 3 coats, 3 sweaters, 1 vest, 1 pair overalls, 4 pairs shoes, 1 pair gloves, 12 pairs cuffs, 24 collars, 2 bathrobes, 2 caps, 6 pajama suits, 6 sailor collars, 14 plastrons.

4. A friend, 1 set Stratton's building blocks.

6. Mrs. Montague, Dobbs Ferry, N. Y., 3 boys' shirt waists, 3 girls' shirt waists, 4 pairs stockings.

7. Lady friends at Dobbs Ferry, N. Y., 6 dresses, new.

18. Mrs. Homer R. Frost, Tarrytown, N. Y., 2 pairs knee breeches, 1 apron, 2 underwaists, 3 dresses, 1 hat, 1 cap, 2 shirts, 1 jacket.

23. Miss Caroline J. Spiro, Churchill Hall, Stamford, N.Y., 5 dolls, 4 scrap books.

Miss Mabel Welsh, $25 for children.

June 1. Mrs. Montague, Dobbs Ferry, 14 packages of "Force," 3 boxes wafers, 2 straw hats, 6 pairs drawers, 1 suit pajamas, 1 nightshirt, 1 shirt waist, 2 sweaters, 2 dresses, 1 bathrobe, 2 shirts, 2 pairs shoes, 4 pairs stockings, 4 pairs gloves, 1 doily, ⅓ yard of felt.

3. Mrs. H. R. Frost, Tarrytown, N. Y., 1 Norfolk jacket, 4 pairs nightdrawers.

4. Mrs. H. Falson, 1 scrap book, filled.

5. Mrs. Thomas Black, Rondout, N.Y., $5 for the children.

Mr. Charles Vanderbilt, team and break to take children for ride.

26. Mrs. Thomas Black, Rondout, N. Y., cash, $10.

30. Mrs. H. R. Frost, Tarrytown, N. Y., 1 box paper dolls and furniture.

1903.

July 11. Dr. Henry Fleischmann, New York city, 12 quarts blackberries, 3 dozen oranges, 1 basket plums.

21. Helen Edmonds, bananas, oranges and candy.

24. Mrs. Thomas Black, Rondout, N. Y., 1 bushel huckleberries.

Mrs. E. L. Coster, basket of lettuce.

27. The "Robin's Nest" children invited all our patients to tea and entertainment.

Aug. 1. Mrs. Newton M. Shaffer, ice cream and cake.

4. Dr. Henry Fleischmann, New York city, large basket assorted fruits.

Mrs. E. L. Coster, bundle of magazines.

6. Dennis Redmond, New York city, 1 croquet set, 1 hip splint, 2 pairs shoes.

Miss N. Gould, magazines.

Mrs. E. L. Coster, basket vegetables.

7. Dr. Henry Fleischann, New York city, watermelon.

12. Mr. Charles Vanderbilt, team and break to take children for ride.

17. Mrs. E. L. Coster, basket of vegetables and bouquet.

20. Mrs. Thomas Black, made and cut 19 nightshirts.

22. Mrs. C. C. Ward, Elmsford, N. Y., 1 barrel books and toys.

29. Dr. P. Henry Fitzhugh, ice cream and cake for all the patients.

Sept. 2. Tarrytown Branch Sunshine Society, bundle magazines and papers.

4. Mrs. Thomas Black, Rondout, N. Y., 12 pairs boys' pants.

7. Miss Mabel Welsh, ice cream and cake.

8. Mrs. Thomas Black, 1 white enameled crib for ward.

18. Mrs. C. F. Smith, Tarrytown, N. Y., 1 set toy dishes, 2 sets tenpins, 1 box iron toys.

AFFIDAVIT BLANK

FOR STATE, COUNTY OR TOWN OFFICERS.

To NEWTON M. SHAFFER, M. D., *Surgeon-in-Chief.*

No. 28 EAST 38TH STREET, NEW YORK.

STATE OF NEW YORK, }
COUNTY OF ..... } *ss.:*

..... being duly sworn, says that he is the ..... officer, in the ..... of ...., New York State; that he is acquainted with the position and circumstances of .....; that the said ..... is ..... years of age; that..... is suffering from .....; that ..... has resided in the State of New York for over one year and that ..... is unable to pay for private treatment for ..... condition.

Name .....

Residence .....

.....

And further this deponent says not.

Sworn to before me this .... day of 190

AFFIDAVIT BLANK

FOR PARENTS AND GUARDIANS.

To NEWTON M. SHAFFER, M. D., *Surgeon-in-Chief.*

No. 28 EAST 38TH STREET, NEW YORK.

STATE OF NEW YORK, }
COUNTY OF ..... } *ss.:*

..... being duly sworn, says that ..... is the ..... of ..... aged ..... years; that the said ..... is suffering from .....; that ..... has

resided in the State of New York for over one year, and that I as ..... am unable to pay for private treatment for the said .....

Name .....

Residence .....

.....

And further this deponent says not.

Sworn to before me this .... day of 190

NOTE.

For the information of those interested, the following rules governing the admission of patients and the forms of affidavit are appended. Affidavit blanks will be forwarded upon application to the surgeon-in-chief, New York State Hospital for the Care of Crippled and Deformed Children, Tarrytown, N. Y.

RULES AND REGULATIONS.

GOVERNING THE ADMISSION OF PATIENTS TO NEW YORK STATE HOSPITAL FOR THE CARE OF CRIPPLED AND DEFORMED CHILDREN.

The New York State Hospital for the Care of Crippled and Deformed Children, established by the Legislature of 1900, is now open for the reception and treatment of patients.

The hospital was established "for the care and treatment of any indigent children who may have resided in the State of New York for a period not less than one year, who are crippled or deformed, or are suffering from a disease from which they are likely to become crippled or deformed."

The following conditions are imposed upon all applicants: "No patient shall be received except upon satisfactory proof made to the surgeon-in-chief, by the next of kin, guardian, or a State, town or county officer, under the rules to be established by the Board of Managers, showing that the patient is unable to pay for private treatment. Such proof shall be by affidavit. If there was an attending physician before the patient entered the hospital, it

shall be accompanied by the certificate of such physician giving the previous history and condition of the patient."

Patients from four to sixteen years of age will be received for treatment, and all applications will be acted upon in the order of their reception. No patient will be admitted without an examination by and a certificate from the surgeon-in-chief, or in his absence, one of his assistants.

No patient whose condition is such that death is likely to occur in the immediate future, or whose condition precludes a reasonable amount of relief as the result of treatment, will be admitted.

As this institution is a hospital, and not an asylum or home, it should be clearly understood by each applicant that the patient, if received, may be returned to the committing institution, parent or guardian at the discretion of the surgeon-in-chief.

It would aid the surgeon-in-chief very much in deciding upon the eligibility of a proposed candidate for admission, if, in addition to a written statement, giving the past history and present condition of the applicant, a photograph showing clearly the nature and location of the deformity should accompany the application.

Application for admission should be made to Dr. Newton M. Shaffer, surgeon-in-chief, No. 28 East Thirty-eighth street, New York, who will appoint a time and place for the examination of the patient. Patients living at remote points in the State are referred to the following gentlemen (out of town members of the consulting staff): Dr. A. Vander Veer and Dr. S. B. Ward, of Albany, N. Y.; Dr. Louis A. Weigel, Rochester, N. Y.; Dr. Roswell Park and Dr. Charles G. Stockton, Buffalo, N. Y.; Dr. Richard B. Coutant, Tarrytown, N. Y.; Dr. J. Van Duyn and Dr. Henry L. Elsner, Syracuse, N. Y.; Dr. Henry A. Gates, Delhi, N. Y.; Dr. Grant C. Medill, Ogdensburg, N. Y.; Dr. Frank W. Sears, Binghamton, N. Y.

REPORT

OF THE

Committee on State and Alien Poor.

REPORT.

To the State Board of Charities:

The work of the State Board of Charities in connection with State and Alien Poor is carried on in conformity with the provisions of chapter 225 of the Laws of 1896. Under this law the support, care and maintenance of State poor as distinguished from county and other city poor is placed under the direction of the Superintendent of State and Alien Poor appointed by the State Board of Charities, and who has under his charge one of the principal departments of the Board's work. Alien poor, frequently found in almshouses or making request for public relief, are also to be looked after by the same department. This, too, is true of Indian poor, and of the work of supervision of children placed out in homes.

A full summary of the work of the Department of State and Alien Poor is embodied in the annual report of the Superintendent of State and Alien Poor which is required by law, and a copy of which is hereto appended. Its tables show clearly the cost to the State of the maintenance and care of the State poor, as well as that incurred in the removal of aliens and non-residents.

Respectfully submitted.

DENNIS McCARTHY,
WM. R. STEWART,
W. H. GRATWICK,
Committee on State and Alien Poor.

REPORT OF THE SUPERINTENDENT OF STATE AND ALIEN POOR.

To the State Board of Charities:

The Department of State and Alien Poor carried on its work during the fiscal year ending September 30, 1903, in compliance with the law. All State, Alien and Indian poor are placed by chapter 225 of the Laws of 1896 under the direct supervision and care of the Superintendent of State and Alien Poor, who is appointed by the State Board of Charities. The work of the department includes the inspection of State institutions, county, city and town almshouses, the investigation of special cases requiring attention, and the preparation of reports embodying the results of such inspections and investigations. Besides these things, the care, maintenance and removal of State, non-resident and Indian poor are imposed upon the Superintendent by statute, and, by the rules of the Board, the oversight of children placed out in homes is also committed to his department.

STATE POOR.

Such persons as have not resided for sixty days in any one county of the State of New York within one year preceding their application for relief are designated as State poor persons and as such the law provides that they shall be removed to and maintained in one of the State almshouses pending their return to the places to which they belong. The Superintendent, in person or by his deputies, has visited all the State almshouses at least once in each three months, has examined into the condition and needs of all State poor persons, and provided for the return to their legal residences, of aliens and other non-residents committed as State poor to public institutions. These inspections have been made in accordance with the requirements of the law, and a full investigation of all applications for such relief made.

PROGRESS.

The reports of inspections of almshouses and other institutions show a general tendency toward improvement. Throughout the State the county boards of supervisors are making earnest efforts to add to the comfort and provide for the welfare of the public dependents under their charge, and to these ends have made many repairs and betterments in the almshouses. These improvements are especially manifested in more adequate provision for the care of the sick in new buildings, and better ventilation in general dormitories, as well as in means for securing the general safety.

The following statistics embody that portion of the work of the department during the year, which has to do with State, alien and Indian poor:

STATE POOR.

During the fiscal year ending September 30, 1903, the total number of State poor provided for pursuant to the provisions of chapter 225, Laws of 1896, was 1,548, as against 1,814 during the previous fiscal year, a decrease of 266. The changes during the year were as follows: Discharged as able to go out and care for themselves, 539; absconded, 75; removed to their homes or places of legal settlement in other states and countries, 809; died, 25; thus leaving 100 in State almshouses October 1, 1903, of whom 90 were males and 10 females. Four children were at the same time in the custody of orphan asylums, making a total of 104 under State care October 1, 1903.

The expenditures for the fiscal year have been $25,619.60, as against $26,953.76 the preceding year. These expenditures were distributed as follows: For care and maintenance in State almshouses, $13,068.17; for care and maintenance in orphan asylums and homes, $581.60; for removal to State almshouses, $224.73; for removal from State almshouses to homes in other states and countries, $7,627.20; for miscellaneous expenses, traveling expenses and printing, $4,117.90. The per capita expenditure was $16.55, as against $14.86 in 1902.

Thirty years have elapsed since the State Poor Law became operative, during which time 45,733 persons have been committed to State almshouses, a yearly average of 1,524. Of these 35,642 were males and 10,091 females. This large number has been dis-

posed of as follows: Discharged as able to provide for themselves, 13,093; provided for by adoption or in families as self-supporting, 87; absconded, 2,188; transferred to State hospitals, 249; sent out of the State to their friends or places of legal settlement in other states or countries, 29,094; died, 922; thus leaving under care September 30, 1903, 100 in almshouses, and 4 in homes, as follows: At the Albany State Almshouse, 4; at the Broome County State Almshouse, 16; at the Erie County State Almshouse, 20; at the Jefferson County State Almshouse, 5; at the Kings County State Almshouse, 6; at the Monroe County State Almshouse, 5; at the New York City State Almshouse, 30; at the Oneida County State Almshouse, 4; at the Onondaga County State Almshouse, 1; at the St. Lawrence County State Almshouse, 9; in the Albany Orphan Asylum, 3; in the New York Catholic Protectory, 1.

ALIEN POOR.

During the fiscal year ending September 30, 1903, 93 alien poor were removed to their homes in other countries. These were found in almshouses, hospitals and other charitable institutions in this State, and their condition at the time of landing in this country, as brought out by the inquiries, was as follows: Vagrant and destitute, 25; diseased, 13; children, 35; sick and disabled after landing, 20.

By their own statements they were found to have been landed as follows: At the port of New York, 58; at other United States ports, 5; at Canadian ports, 2; not known, 28.

After careful examination these persons were returned to their homes as follows: To England, 14; to Ireland, 16; to Italy, 16; to Germany, 6; to Austro-Hungary, 6; to Russia, 21; to West Indies, 6; to Mexico, 3; to Canada, 2, and to Spain, Denmark and South Africa, each 1.

The total expenditure for these removals was $1,993.45, the average per capita expenditure, $21.43. Since this act went into effect in 1880, up to September 30, 1903, there have been 3,769 removals made, at a total expenditure of $84,292.23, an average per capita cost of $22.36.

Besides alien and State poor removed during the fiscal year ending September 30, 1903, there were eight non-resident poor

persons sent to their homes in other states, under the provisions of section 120 of chapter 225 of the Laws of 1896, namely: To Ohio, 2; to Texas, 2; to Michigan, 1; to Illinois, 1; to California, 1; to Canada, 1. The expenditure for these removals was $171.71, making the total cost of removals, $2,165.16.

INDIAN POOR.

The total number of Indian poor provided for in almshouses or asylums during the fiscal year was 27, of whom 8 were in custody at the beginning of the year, and 19 were admitted during the twelve months. Of these 11 have been discharged as able to provide for themselves; 3 absconded, and 4 died, leaving remaining September 30, 1903, 9, of whom 1 was in the Erie County Almshouse, 1 in the Niagara County Almshouse, 1 in the Cattaraugus County Almshouse, 1 in the Onondaga County Almshouse, 1 in the Wayne County Almshouse, and 4 in the Western New York Home.

The expenditures during the year have been $2,425.96, as follows: For maintenance in the Erie County Almshouse, $346; for maintenance in the Niagara County Almshouse, $284.75; for maintenance in the Cattaraugus County Almshouse, $30.50; for maintenance in the Wayne County Almshouse, $33.50; for maintenance in the Onondaga County Almshouse, $14.25; for maintenance in the Western New York Home, Randolph, $416.35; for outdoor relief, $1,300.61.

The total expenditures of the department are summarized as follows: On account of State poor, inclusive of salaries, $38,419.60; on account of alien poor and non-resident poor, $2,165.16; on account of Indian poor, $2,425.96.

COMPARISONS.

There are appended, as part of this report, a series of tables which present the work of the Department of State and Alien Poor. A study of these tables is of interest. Taking the number of commitments for the year, it is shown by the table that in only six years during the last twenty-five has the number of commitments been as few as in the fiscal year ending September 30, 1903; and further, a review of the commitments for the thirty years since the law providing for commitments to State almshouses

TABLE No. 1.

Showing the Name and Location of the Several State Almshouses, the Time at which the Contract was Entered Into with the State, and the Present Rate of Support Per Week, Respectively.

STATE ALMSHOUSES.	Location.	Date of Contract.	Rate of support per week.
Albany	Albany	October 1, 1873	$2 00
St. Lawrence county	Canton	October 1, 1873	2 00
Erie county	Buffalo	October 1, 1873	2 00
Broome county	Binghamton	January 1, 1875	2 00
Jefferson county	Watertown	January 1, 1875	2 00
Onondaga county	Syracuse	January 1, 1875	2 00
Kings county	Flatbush	June 20, 1875	2 50
Oneida county	Rome	December 28, 1875	2 00
Monroe county	Rochester	December 4, 1877	2 00
New York city	Blackwell's Island	February 28, 1902	2 50

are returned to proper residential localities where they may begin a new effort of self-support. Were it not for this work, the majority of these persons would become permanent inmates of our charitable institutions, for the tendency is to remain when admitted. An examination of the table shows that one State poor person has been maintained by the State for twenty-five years, one for twenty years, another for nineteen years, while all the others now in our State almshouses have been there for periods ranging down from fifteen years. It is apparent, therefore, that this method of returning State poor to their homes and friends is most beneficent.

Respectfully submitted.

BYRON M. CHILD,
Superintendent State and Alien Poor.

TABLE No. 3.

Showing the Number and Sex of the State Paupers Committed Each Year Since the Act Went Into Operation, October 22, 1873.

	Male.	Female.	Total.
For the year ending September 30, 1874..	513	50	563
For the year ending September 30, 1875..	566	88	654
For the year ending September 30, 1876..	514	119	633
For the year ending September 30, 1877..	707	165	872
For the year ending September 30, 1878..	930	190	1,120
For the year ending September 30, 1879..	1,326	261	1,587
For the year ending September 30, 1880..	1,023	320	1,343
For the year ending September 30, 1881..	1,046	327	1,373
For the year ending September 30, 1882..	1,024	368	1,392
For the year ending September 30, 1883..	1,033	393	1,426
For the year ending September 30, 1884..	1,378	514	1,892
For the year ending September 30, 1885..	1,409	439	1,848
For the year ending September 30, 1886..	1,252	354	1,606
For the year ending September 30, 1887..	1,247	370	1,617
For the year ending September 30, 1888..	1,317	348	1,665
For the year ending September 30, 1889..	1,369	388	1,757
For the year ending September 30, 1890..	1,133	307	1,440
For the year ending September 30, 1891..	1,026	339	1,365
For the year ending September 30, 1892..	1,095	272	1,367
For the year ending September 30, 1893..	1,057	349	1,406
For the year ending September 30, 1894..	1,490	484	1,974
For the year ending September 30, 1895..	1,669	502	2,171
For the year ending September 30, 1896..	1,589	513	2,102
For the year ending September 30, 1897..	1,448	539	1,987
For the year ending September 30, 1898..	1,300	504	1,804
For the year ending September 30, 1899..	1,582	467	2,049
For the year ending September 30, 1900..	1,522	350	1,872
For the year ending September 30, 1901..	1,371	314	1,685
For the year ending September 30, 1902..	1,471	256	1,727
For the year ending September 30, 1903..	1,235	201	1,436
Aggregate	35,642	10,091	45,733

TABLE No. 4.

Showing the Several Almshouses to Which State Poor Were Committed and the Changes Occurring in the Number Under Their Care From October 22, 1873, to September 30, 1903.

STATE ALMSHOUSES.	Whole number admitted.	Dis-charged.	Provided for by adoption or otherwise.	Absconded.	Transferred to State hospitals.	Sent out of the State to friends or places of legal settlement.	Died.	Remaining October 1, 1903.
Albany	3,587	1,155	7	544	20	1,769	88	4
Buffalo	8,954	2,087	33	518	31	6,124	141	20
Canton	424	164	4	72	9	90	76	9
Delhi*	74	37	.....	20	1	10	6	.....
Yaphank*	1,110	76	5	85	1	937	6	.....
Binghamton	798	350	8	83	10	269	62	16
Syracuse	853	392	2	118	15	291	34	1
Watertown	277	80	4	42	12	120	14	5
Flatbush	24,179	6,992	5	295	55	16,515	311	6
Rome	744	382	1	81	69	146	61	4
Waterloo*	518	345	.....	88	5	54	21	.....
Rochester	2,658	631	18	227	21	1,658	93	5
Blackwell's Island	1,567	402	.....	15	.....	1,111	9	30
Total	45,733	13,093	87	2,188	249	29,094	922	100

*Discontinued.

TABLE No. 5.

Showing the Ages of the State Poor Committed to the Several State Almshouses From October 22, 1878, to September 30, 1908.

STATE ALMSHOUSES.	Under twenty years.	Twenty years and under thirty.	Thirty years and under forty.	Forty years and under fifty.	Fifty years and under sixty.	Sixty years and under seventy.	Over seventy years.	Total.
Albany	585	853	753	561	366	286	183	3,587
Buffalo	2,629	2,107	1,582	1,004	773	548	311	8,954
Canton	46	63	81	52	49	71	62	424
Delhi	6	9	12	17	10	13	7	74
Yaphank	47	416	335	172	89	45	6	1,110
Binghamton	122	121	132	115	114	102	92	798
Syracuse	175	194	168	126	75	58	57	853
Watertown	75	49	63	25	25	21	19	277
Flatbush	5,375	7,368	4,972	3,068	1,874	1,073	449	24,179
Rome	48	151	213	119	97	80	36	744
Waterloo	10	40	73	78	101	128	83	513
Rochester	579	628	450	342	288	214	152	2,653
Blackwell's Island	329	578	268	194	110	60	28	1,567
Total	10,026	12,577	9,102	5,873	3,971	2,699	1,485	45,733

TABLE No. 6.

Showing the Years in which State Poor in Care of the Several State Almshouses September 30, 1903, were Committed

STATE ALMSHOUSES.	1874	1875	1876	1877	1878	1879	1880	1881	1882	1883	1884	1885	1886	1887	1888	1889	1890	1891	1892	1893	1894	1895	1896	1897	1898	1899	1900	1901	1902	1903	Total.
Albany	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	3	4
Buffalo	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	....	....	....	....	....	....	....	1	18	20
Canton	....	....	....	....	....	....	....	....	....	....	....	1	1	....	....	....	1	....	2	....	1	....	....	....	....	....	....	1	....	2	9
Binghamton	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	....	....	1	3	3	1	7	16
Syracuse	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	....	1
Watertown	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	1	1	1	....	....	....	....	1	5
Flatbush	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	....	....	....	....	....	....	....	5	6
Rome	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	....	....	....	....	....	1	2	4
Rochester	....	....	....	....	....	1	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	1	....	1	1	1	....	5
Blackwell's Island	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	....	30	30
Total	....	....	....	....	....	1	....	....	....	....	....	1	1	....	....	....	1	....	2	....	2	2	3	1	2	1	4	5	6	68	100

TABLE No. 7.

Showing the Classified Quarterly Expenditures for the Support, Care and Removal of State Poor for the Fiscal Year Ending September 30, 1903.

QUARTERS.	For removals to State almshouses.	For maintenance clothing, medical attendance and care in State almshouses.	For maintenance in orphan asylums.	For removals from the State to other states and countries.	For miscellaneous expenses and printing.	Total.
Quarter ending December 31, 1902.	$62 53	$3,574 12	$220 49	$2,096 88	$1,264 08	$7,218 10
Quarter ending March 31, 1903....	44 32	3,730 22	150 63	2,023 48	660 31	6,608 96
Quarter ending June 30, 1903.....	74 74	2,829 28	105 92	1,889 65	1,049 27	5,948 86
Quarter ending September 30, 1903	43 14	2,934 55	104 56	1,617 19	1,144 24	5,843 68
Total	$224 73	$13,068 17	$581 60	$7,627 20	$4,117 90	$25,619 60

REPORT

OF THE

Committee on Inspection.

REPORT

To the State Board of Charities:

The Committee on Inspection begs leave to submit the following report covering the work of the Department of Inspection for the year ending September 30, 1903:

CHANGE IN SUPERINTENDENT.

Since the last report the Department has lost the valued services of its Superintendent, Mr. Walter S. Ufford, who occupied that position from October 1, 1899, to January 14, 1903, when he resigned to accept the general secretaryship of the Association for Improving the Condition of the Poor and the Charity Organization Society in the city of Baltimore, Maryland. The regret of the committee and the Board at his departure was voiced in the minute adopted by the Board at its meeting January 14, 1903, which was printed in the annual report for the year 1902 (p. 5). Mr. Ufford was succeeded on September 1, 1903, by Mr. William B. Buck, Secretary of the New York County Visiting Committee of the State Charities Aid Association.

NUMBER OF INSTITUTIONS SUPERVISED.

The so-called "New York System" of caring for the dependent classes, notably, dependent and delinquent children, whereby the work of institutional care is entrusted very largely to private societies who receive in return payment from counties, cities, towns and villages, usually upon a per capita basis, is reflected most clearly in the work of this Department, which is the natural outgrowth of the system. Under its supervision are grouped the private charities of the State which are in receipt of public money, chiefly homes for children, industrial schools, reformatories, hospitals and dispensaries. The various classes of institutions and societies inspected and the number of each are shown in the following table:

Private Charitable Institutions and Societies in Receipt of Public Money.

Class.	Number.
Homes for children	122
Hospitals	133
Dispensaries	124
Industrial schools	32
Homes for the aged	15
Reformatories	17
Fresh air charities	11
Placing out agencies	8
Temporary homes	11
Total	473

WORK OF THE YEAR.

The bulk of the work of the department falls under the head of "general inspection," which term is used to designate a thorough inspection of every part of an institution in distinction to an investigation into some particular feature or phase of its work—usually called a "special inspection." Upon these reports the committee places its chief dependence for information in regard to conditions in the institutions subject to its supervision, and it is the aim of this department to conduct at least one such inspection of each institution during a given year. This has not been possible during recent years owing to the small number of inspectors and the large amount of time consumed in investigations of special matters, notably those in reference to the status of long-term inmates and of the educational work in homes for children. The number of general inspections made during the past year, while considerably in excess of the previous year's figures, is still some 200 less than the total number of institutions and societies under supervision, as the following table shows:

Number of institutions in department	473
Number of general inspections, 1902	150
Number of general inspections, 1903	271
Increase	121

The committee hopes to show even a larger increase under this head during the coming year, so that the number of general inspections will approximate closely the total number of institutions.

SPECIAL INVESTIGATION OF EDUCATIONAL WORK.

Unusual interest attaches to the special investigation of educational work in the 122 children's homes visited by this department, which was set on foot by a special committee of the Board appointed April 9, 1902, to consider the matter and report to the Board upon the various questions involved. Under the direction of this committee, consisting of Commissioners Stoddard,* Smith and Rosendale, the inspectors of the Board have collected on blanks prepared for the purpose the essential facts in reference to the school work conducted in the homes for children, reformatories and State charitable institutions supported wholly or in part by public funds. This data has been collected under headings which indicate the number of inmates receiving instruction; the character of that instruction (common school, manual or industrial training); the reasons for non-attendance at school on the part of any inmate of school age; whether the pupils have been examined by any independent authority during the year; the salary, grade of certificate and experience of teachers; the studies pursued in each grade, etc., and this information has been tabulated in such a manner as to show clearly the salient features of the educational work in the various institutions under the supervision of the Board. The methods and results of this investigation will be set forth in detail in the report of the special committee.

As regards the 122 institutions for children under private control but supervised by the Department of Inspection, the report shows that in these asylum-schools more than 23,000 children are instructed, that in 119 schools 21,313 children are trained in the common school branches; that in 17 schools manual training is given (to 930 children); that in 69 industrial training is conducted for the benefit of 4,321 children, and that in 10 homes man-

*Commissioner Thomas has taken Dr. Stoddard's place on the committee upon the latter's election to the presidency of the Board.

ufacturing of some kind is carried on in which 1,637 children participate. Many inequalities and inconsistencies in the curriculums of work and a number of weaknesses in the teaching staff, methods of work and general management of these schools are shown in this report which adds much weight to the Board's request for an additional inspector of educational work in the various institutions subject to inspection.

INVESTIGATION OF STATUS OF LONG TERM INMATES.

The second piece of special work undertaken during the year has been the examination of the records of children who have been under care in a given institution for five or more years, and supported at public expense, and is a continuation of a similar investigation carried on during the previous year; 2,425 of these so-called "long-term inmates" in 72 homes for children have been examined by the inspectors with a view to ascertaining the mental, moral, physical and civil status of each child in order to determine its suitability for placing out. In accordance with the findings of the inspectors the children have been divided into three groups:

Class A.—Children eligible for placing out by reason of orphanage, abandonment, improper guardianship of parents, etc., and whose physical and mental condition is healthful.

Class B.—Children having relatives with moral or legal claims to the custody of such children.

Class C.—Children with physical or mental defects which render them unsuited to family life.

Of the 2,425 children examined during the year 1,167 were reported as eligible for placing out; 1,068 as having relatives with claims upon them, and 190 as unsuitable for family life because of physical, mental or moral defects.

Of the 1,167 children who were reported as eligible for placing in families 547 were boys and 620 girls; 624 were under the age of 5 when admitted, 530 were from 5 to 12 years of age, and 3 were over 12. At the time of the investigation 440 were from 5 to 12 years of age, 660 from 12 to 16, and 67 over 16 years of age; 620 had been in the institution from 5 to 7 years, 454 from 8 to 10 years, and 93 from 10 to 15 years; 340 of these children were full orphans, 331 half orphans, 95 had parents living, and the civil

condition of 401 was unknown; 1,128 were public charges and 39 were supported from private funds.

As noted in the preceding annual report, effort has been made to secure action by the public authorities in the localities charged with the support of these children looking to the placing out of those suitable for such disposition (1,167), and in the case of children having relatives with claims upon them (1,068) the managers of institutions have been requested to urge the relatives of these children either to assume care of them or to contribute to their support in whole or in part. In the case of defective children, such special care and treatment, medical or otherwise, as would help to render them self-supporting, if possible, has been recommended, or, in lieu of this, that application be made for their admission to the proper State institution. Both the poor authorities and the managers have coöperated with the Board in this work since its beginning, and the results of the combined efforts of all concerned are evident in the reduced number of such inmates at the beginning of the present year.

The statistics in reference to these "long-term inmates" show, this year as last, that a very large majority of them were under eight years of age when received. After making due allowance for those with relatives having claims upon them (about 1,068 as shown by this investigation) and for the possibility that a percentage who were not then suitable for placing out in families may have since become so, there still remains a large body of children, say 1,000, who were in good mental and physical condition and of the proper age for placing in families at the time they were received. To quote from a report of the former Superintendent of Inspection, dated October 8, 1902, "It is generally admitted that it is easier to place children out by adoption under eight years than over. Children between eight and twelve are of little value in the way of service, but on the contrary are a constant care, and do not so readily adapt themselves as younger children to the ways of the household. Notwithstanding all this, the fact that so many of the children have been discharged since the investigation was undertaken would seem to indicate that efforts had not previously been exhausted to restore these children earlier to family life. The question, therefore, suggests itself whether some rule should

not be adopted by the Board placing a limit upon the time during which a child may be retained as a public charge in a private institution without a license or special permit from the Board."

In order to focus attention upon this matter it is recommended that the secretary of the Board be authorized to bring to the notice of the managers of infant and foundling asylums the several placing-out agencies of the different religious faiths, and that upon request for the Commissioner's approval of the transfer of any child from one of these institutions to an orphan asylum, the attention of the managers be called to a consideration of the advisability of placing such child in a family.

CENSUS; DEPENDENT CHILDREN.

The number of dependent children in merely those institutions which receive public money is always large, as the following table, giving the population of such institutions on September 30 of each year from 1896 to 1903, will show:

YEAR.	Number of institutions.	Total population.	Number as compared with September 30, 1896.	
1896	119	27,769	.....	.....
1897	121	28,380	611	Increase.
1898	123	29,967	2,198	Increase.
1899	123	29,440	1,671	Increase.
1900	122	28,649	880	Increase.
1901	121	29,241	1,472	Increase.
1902	121	27,385	384	Decrease.
1903	119	27,800	31	Increase.

The following diagram shows the movement of population during this period more graphically:

The above figures for the past year show an increase of 415 or 1.5 per cent. over 1902 and of 31 per cent. over the figures for 1896, the increment being distributed as follows:

New York City Institutions	364 or 2.5%	in total population	14,538
Brooklyn	19 or .3%	in total population	5,614
Balance of State	32 or .4%	in total population	7,233
Total	415 or 1.5%	in total population	27,385

This check in the downward movement of population in these asylums (and the substitution of an increase therefor) is perhaps only a natural reaction after so marked a reduction of population as took place in 1902, and the increase of 642 in the number of admissions for the year may be explained in part on the grounds of a corresponding increase in population and immigration, industrial depression, labor troubles, etc.—all of them conditions which were particularly accentuated in New York city during the year. The decrease of 1,629 in the number of children discharged during the year is striking, although it was not to be expected that the number of discharges would equal that of 1902 when unusual attention was given to the matter of long-term inmates, resulting in many dismissals. This backward swing of the pendulum shows the need for continued attention to the matter of undue prolongation of institution life and for watchfulness on the part of institution officers to prevent the retention of children after the time they should be returned to the community.

AMENDMENT TO THE RULES OF THE BOARD.

The rules regulating the admission, retention and discharge of inmates adopted by the Board in accordance with article VIII, section 14 of the Constitution, which affect only the institutions supervised by this Department have been amended during the year by the addition of the following sections, providing for proper care of inmates, for the instruction of children of school age and for the examination of children with reference to their educational training and their fitness for placing in family homes:

Section 7. "The inmates of all charitable, correctional or reformatory institutions, wholly or partly under private control, who are retained therein as a charge upon any county, city, town or village, shall be humanely and suitably provided with food, lodging and clothing and whatever further may be necessary for their safety, reasonable comfort and well-being.

§ 8. Children of school age retained in any such institution as a charge upon any county, city, town or village, shall receive regular and suitable instruction in at least the common school branches of reading, spelling, writing, arithmetic, English grammar and geography.

§ 9. The Commissioners, officers, inspectors and other representatives of the State Board of Charities shall at all reasonable times be allowed to examine such children with relation to their scholastic training, and also with respect to their fitness for placing in family homes, or with relation to any other matter pertaining to their care, comfort and general welfare, as may be directed by the Board by resolution duly adopted and entered on its minutes."

The need of such rules became apparent during, and largely as a result of the recent special investigations of the educational work and of the records of long-term inmates in institutions for children, and will be useful, it is hoped, in perpetuating the good result of these inquiries.

REVISED FORM OF ADMISSION AND DISCHARGE BLANKS.

A further result of these special inquiries appears in the revised forms of admission and discharge records, which, in addition to the data in regard to admissions required since the system of monthly reporting to the Board was inaugurated, call for information as to three further facts, viz.: religion of the parents, previous residence in an institution and cause of commitment. In the case of children discharged from the care of institutions, the monthly returns now show the name and address of the person to whom discharged, his relationship to the child, whether the child is taken for adoption or otherwise, and, in case of death, the cause of same. The records kept in the office of the Board and in many cases those of the institutions had been deficient in these particulars hitherto. It is hoped that the more complete record will safeguard the interests both of the institution and the child, and also prove valuable as a source of information.

THE PLACING IN FAMILIES OF CHILDREN FROM INSTITUTIONS.

The attention of the committee has been called to several instances of placing of children from orphan asylums in family homes where insufficient care in the selection of the home had

been exercised by the asylum authorities, with the result that certain children were given to improper persons. The methods of the asylum officers in placing children in homes, as observed by this committee, do not appear to be characterized by sufficient thoroughness in investigating the character either of the applicants for a child or of the home. It is not the invariable rule or even the usual custom either to secure from independent sources, i. e. from persons whose names are *not* given by the applicant for a child, references as to the character and circumstances of the persons applying for children, or to have the prospective home visited previous to placing a child there. Much less frequently is it the case that the home is thoroughly examined by a person of good judgment and experience in this work as a condition precedent to placing a child there.

Nor does it seem to be well understood at the present time that unless the utmost care is exercised in the selection of the homes this method of providing for the care of dependent children is not merely unsatisfactory but well nigh criminal—in fine, that nowhere in the field of charity is poor work so deplorable in its results as in this matter of selecting a child's environment for that period of his life when body, mind and character are receiving the training that will make or unmake them—yet this careless method of making provision for the dependent child seems to be the rule rather than the exception. Unfortunately enough this lack of thoroughness is not peculiar to any class of officials, but is found wherever the work of placing out is undertaken as an incidental labor by persons whose time is expected to be given chiefly if not wholly to other duties. In the case of the asylum officers just mentioned, they are obviously not in a position to go into the matter with the requisite care, as their duties to the institution demand practically their entire time and attention. It seems desirable, therefore, that this specialized work be left for the most part to such agencies as the Catholic Home Bureau, the Children's Aid Society and the Placing Out Department of the State Charities Aid Association, which have the facilities for investigating prospective homes and the experience necessary to the best selection of such homes, rather than that it should be undertaken by societies organized for and devoting

their attention chiefly to other lines of work and which do not have adequate staff or facilities for placing out children.

FIRE PROTECTION.

Chapter 535 of the Laws of 1895, entitled "An act to protect the lives of inmates of public buildings of State institutions and to protect said buildings against destruction by fire," requires every public institution which receives money from the State to be provided with adequate protection against fire and adequate means of escape for inmates in the event of fire, and chapter 381 of the Laws of 1895, entitled "An act to protect human life," requires further that the managers of hospitals provide outside iron stairway escapes on buildings more than two stories in height and not of fireproof construction used for hospital purposes. These laws specify in detail the nature and extent of the protection required.

While these laws do not apply to all the institutions supervised by this department the inspectors of the Board have been directed to note upon a schedule prepared for the purpose how far each institution visited furnishes the protection contemplated by the several requirements of the above laws (which are merely those which experience has shown to be essential to the safety of inmates), and to indicate in their reports the result of their examination of the premises. The attention of the managers of each institution inspected is then called to any defects in the system of fire protection.

The casualties with which fires in charitable institutions, particularly those for children, have been attended, not only in the entire period of institution history, but even during the past two years, have made the committee exceedingly keen to note any failure to provide adequate and suitable protection, and the Board as a whole has been exceedingly alive to the importance of the matter and firm in holding the managers of institutions responsible for failure to make such provision. The reasonableness of the requirements of the statute has appealed to the managers, and the Board has had their coöperation to this end in almost every instance. The local fire departments have also in many instances been called upon for assistance in this matter both by the Board and the man-

agers of institutions, and have in all cases responded most readily. Their expert advice and assistance has been of the greatest value. Largely as a result of this coöperation among all parties interested the inmates of institutions throughout the State are much better protected than ever before. The reports of the inspectors upon the 197 institutions examined during the year show that in the case of 59 institutions the means for protection against fire have been increased, improved or completed; that in 135 of these institutions the inmates are now given reasonable protection against the dangers attending a fire; that 48 are only partially protected, and that in 14 cases the means for protection are seriously deficient.

DISPENSARY WORK.*

The 124 dispensaries in the various cities of the State supervised by this department show an increase of 10 per cent. plus, in the number of persons treated during the year ending September 30, 1903. The majority of these dispensaries are located in Greater New York, and the percentage of increase there is practically the same as for the entire State. In the borough of Manhattan, however, this increase is 12 per cent. plus. This increase seems to be due not merely to the natural increase in population but also, among other things, to the epidemic of trachoma, which has been rampant for two years or more in this borough, and which has made necessary the opening of new dispensaries for its treatment and an increase of facilities in those already in existence; to the long continued strikes which reduced the resources of the working classes; to the increasing demand for material for clinical instruction, and to the greater attractiveness of the dispensary because of the constant improvement made in the quarters and service during recent years. It is possible, too, that the tendency to charge a small fee for services, by removing the stigma of charity, makes the average person more willing to attend a dispensary. This custom seems to be growing and is an increment in the gradual increase of business and professional elements in the character of dispensary work, which has been going on for some time.*

* For the complete report of the Committee on Dispensaries see page 613 of this volume.

THE DISPENSARY LAW.

The Dispensary Law, so-called, has been in force only since 1899, a period of four years, and while experience has not shown it to be entirely complete or without flaws, yet in that time several considerable benefits have accrued from its operation. The effect of the law thus far has been to proportion in a measure the number of dispensaries to the needs of the community, to uphold a high standard of management and to secure improvements therein, such as more complete and orderly records, more care in the admission of applicants, etc., and to bring about a measure of coöperation between medical and other charities. In these respects some gain has been made, but in each instance much is still left to be desired and accomplished. The managers of dispensaries have made many changes for the better and have shown a willingness to coöperate with the Board in securing compliance with the dispensary rules, which are now for the most part well observed. Those most often disregarded are subdivision (c) of Rule III, requiring the use of representation cards when the ability of the applicant to pay for medical service is in doubt, and Rule VIII in regard to recording a minute showing compliance with the ordinances and orders of the local board of health. The failure to comply with these particular rules seems to be due in large measure to the fact that their purpose and meaning is not always clearly understood by the dispensary officers, who consequently do not consider them of sufficient value to make it worth while to comply.

NEEDS OF THE DEPARTMENT.

The committee desires to call the attention of the Board to the following needs of the Department of Inspection as evidenced by the work of the past year:

(A) *Equalization of Salaries of Inspectors.*

The remuneration of the inspectors in this Department is at present as follows:

Superintendent and Inspector, Eastern inspection district office	$1,500
1 Inspector (special), Eastern inspection district office	1,400
1 Inspector, Eastern inspection district office	1,200
2 Inspectors, Eastern inspection district office	900
Superintendent and Inspector, Western inspection district office	1,200

It will thus be seen that the salary of two inspectors are some $300 less than lowest salary paid by the Board to the other inspectors in the service, although the duties and responsibilities of the positions are practically uniform. The responsible character of the service rendered by an inspector of the Board entitles him to not less compensation than $1,000 to $1,200 per annum in the case of women, and from $1,200 to $1,500 if a man, and it is doubtful if a person competent to serve the Board as an inspector could be secured from the eligible list, in the event of a vacancy, for less than these figures. The increase of these two $900 salaries to $1,000, so as to equalize more nearly the salaries of the general inspectors is, therefore, respectfully recommended as a measure of equity entirely in harmony with the interests of the Board and of the State.

(B) *Additional Staff.*

1. A SPECIAL INSPECTOR OF ACCOUNTS.—The Department is required by statute, article I, section 1 (State Charities Law), to make inquiry to ascertain * * * "The sources of public money received, * * * as to the proper and economical expenditure of such moneys, and the condition of the finances generally," but in the absence of provision by the Legislature for a

special inspector of accounts compliance with the spirit of the law has been impossible. An expert accountant could doubtless be secured for this work at a salary of from $1,500 to $1,800.

2. A SPECIAL INSPECTOR OF SANITATION.—A further duty is imposed upon the Board by article I, section 9, paragraph 6 of the State Charities Law, viz: to "aid in securing the best sanitary condition of the buildings and grounds of all such institutions, and advise measures for the protection and preservation of the health of the inmates." Inspections of this nature require special technical knowledge to be of practical value, and in the absence of provision for such an inspector, have never been undertaken by the Department. The conditions set forth in the reports of the inspectors indicate deficiencies in sanitation in certain institutions which call for more thorough investigation. Similar undesirable conditions in other institutions have doubtless escaped the eyes of inspectors untrained in this particular field, and call for the appointment of a special sanitary inspector to examine all institutions in this Department as to their sanitary and hygienic condition.

To summarize, the additional employes required in order to perform efficiently and adequately this Department's share of the duties laid upon the Board by the law are as follows:

1. One special inspector of accounts of charitable institutions	$1,500 00
2. One special inspector of sanitation	1,400 00
Total	$2,900 00

Should it seem unwise to the Board to ask the Legislature for this entire additional appropriation at this time, the need for an inspector of sanitation seems to the committee the most imperative. It seems to the committee desirable also that the Department's needs be made a matter of record.

(C) *Publications.*

1. MONTHLY (OR QUARTERLY) PUBLICATION TO CONTAIN BOTH NEWS AND DISCUSSIONS.—Since the publication of the Quarterly

Review has been discontinued this Department has had no means of disseminating printed information in reference to its work or that of the institutions, discussions of live questions in the field of institution and society management, or news items of interest to the officers, managers and friends of the various charitable enterprises now carried on in this State. The need for such a means for communication is strongly felt in this Department, and if it be possible to rehabilitate that publication at some future time, the committee would welcome such an action and would endeavor to have prepared for insertion therein a series of studies of different phases of asylum, hospital and dispensary management by recognized authorities on these subjects. These papers might later be printed in pamphlet form for distribution among those interested in the respective subjects or working in the particular field covered in the discussion.

2. A SERIES OF MANUALS FOR CHARITABLE INSTITUTIONS.—The committee desires also to place in the hands of its inspectors, and of the managers, officers and prospective incorporators of charitable institutions, a series of manuals, one for children's homes, another for hospitals, a third for dispensaries, etc., such manuals to contain: (a) the laws and rules of the Board affecting each class of institutions, (b) memoranda as to annual reports required by the Board, (c) suggestions as to organizing and incorporating such institutions, with excerpts from the membership corporation law, (d) suggestions as to location, choice of site, kind of buildings, and equipment, (e) outline forms for records and reports, (f) list of leading institutions of each class, (g) a list of such publications as bear upon institution management, etc. It is believed that such manuals would be especially useful to managers, officers and employes, both present and prospective. A similar series of manuals on such subjects as Dietetics, Sanitation and Hygiene, etc., and containing in the case of dietetics, for example, brief memoranda as to food values in terms of common usage, standard diet schedules for different classes of institutions, and brief suggestions as to the best methods of caring for, cooking and serving food, would, it is felt, be helpful to institution officers and employes, and it is hoped such a series of publications may be issued by the Board at no distant date.

SUMMARY OF WORK DONE.

In conclusion, the committee submits herewith the following tables summarizing the work of the Department during the past year:

	Eastern district.	Western district.	Total.
Number of general inspections	171	100	271
Number of special inspections	138	3	141
Number of visits to societies, institutions and individuals	879	209	1,088
Number of examinations or investigations	3	3	6
Total	1,191	315	1,506

General inspection reports	162	100	262
Special inspection reports	41	1	42
Other special reports	11	7	18
Total	214	108	322

Disposition of Reports as Shown by District Minutes.

	General inspection reports.	Special inspection reports.	Total.
Referred to committees or commissioners of the Board	8	9	17
Filed with records	6	30	36
Transmitted to managers of institutions by way of information and suggestion.	155	11	166
Transmitted to managers of institutions for correction of evils, abuses or defects	93	13	106
Total	262	63	325

Respectfully submitted.

STEPHEN SMITH, M. D.,
MICHAEL J. SCANLAN,
WILLIAM H. GRATWICK,
Committee on Inspection.

REPORT

OF THE

Committee on Orphan Asylums and Children's Homes.

Report of Committee on Orphan Asylums and Children's Homes.

To the State Board of Charities:

Your Committee on Orphan Asylums and Children's Homes begs leave to submit the following report for the year ending September 30, 1903:

The number of orphan asylums and homes for children under supervision by your Honorable Board during the year now ending has been 119. Of this number 90 institutions, 46 of them in the Eastern Inspection District and 44 in the Western, have been thoroughly inspected by representatives of the Board. While this percentage is not so large as the committee would desire, it is considerably larger than the number inspected during the preceding year (57). The number of children who are cared for in the 119 asylums supervised by this committee numbered 27,800 on September 30, 1903, an increase of 415 over the number of inmates on a corresponding date one year previous. The total census of these institutions is always large, as the following table giving the population of these institutions on September 30th of each year from 1896 to 1903 will show:

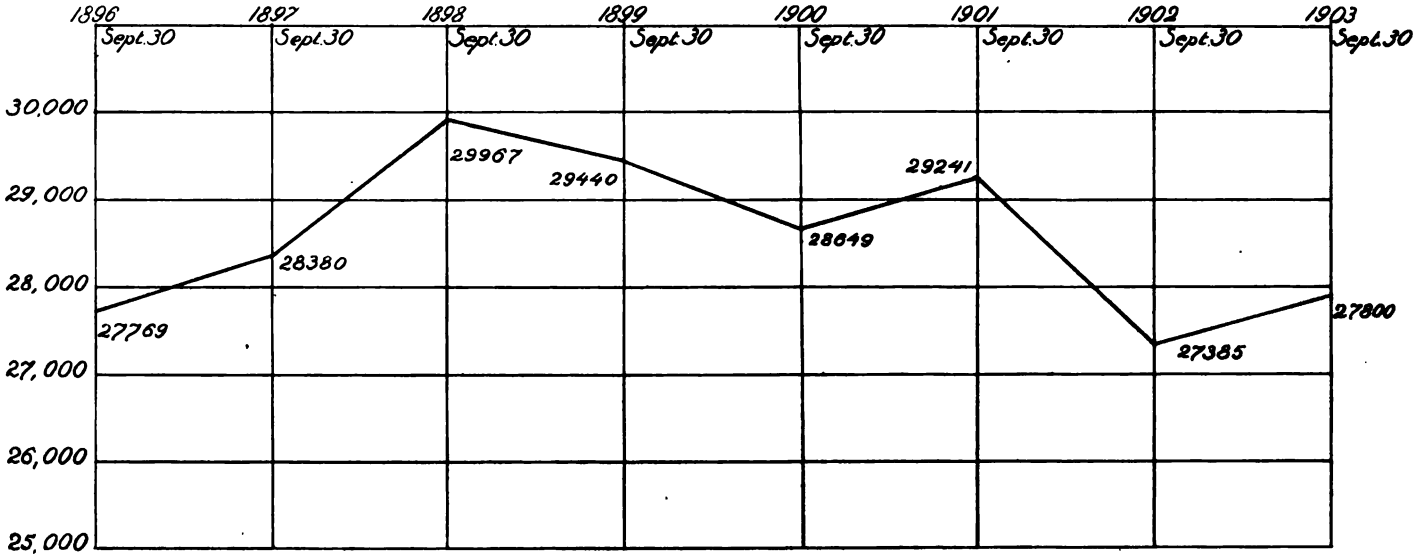
YEAR.	Number of institutions.	Total population.	Increase.	Decrease.	Number as compared with September 30, 1896.
1896	119	27,769	.....	.....	.....
1897	121	28,380	611	.....	611 increase.
1898	123	29,967	1,587	.....	2,198 increase.
1899	123	29,440	.....	527	1,671 increase.
1900	122	28,649	.....	791	880 increase.
1901	121	29,241	592	.....	1,472 increase.
1902	121	27,385	.....	1,856	384 decrease.
1903	119	27,800	415	.....	31 increase.

The movement of population in orphan asylums during these years is shown graphically in the following chart:

The above table and chart show the number of dependent children in institutions in receipt of public money in the year 1903 to be about the same as in the year 1896, and about 2,000 less than in 1898 when the population of institutions for the care of dependent children reached the high-water mark. As noted above, the figures show an increase during the past year of 415 or 1.5 per cent. over those of 1902, the increment being distributed as follows:

New York City Institutions	364 or 2.5%	in total population	14,538
Brooklyn	19 or .03%	in total population	5,614
Balance of State	32 or .04%	in total population	7,233
Total	415 or 1.5%	in total population	27,385

The history of these institutions during the past year has been one of constant improvement in facilities for and methods of care of inmates committed to their care, and has been without particular incident save the much-discussed charges of mismanagement against the Susquehanna Valley Home at Binghamton. During the month of January and February, 1903, there were frequent and persistent rumors in the community and press to the effect that the children committed to this institution were not properly cared for and were in some instances subject to serious abuse. The complaints of irregularity in the management and cruelty to inmates made against the Home were brought to the attention of the State Board of Charities and referred to the Western Inspection District Committee for special consideration. At the same time it was learned that the Board of Managers of the Home had undertaken an investigation of the complaints and in conformity with the policy of the State Board of Charities, it was decided to leave to the Board of Managers the onus of such investigation of the affairs of the institution for whose conduct they were responsible as the circumstances warranted. Meanwhile, the committee detailed an inspector to examine into certain departments of the management of the institution, particularly its financial affairs, while another inspector, who had for the past three years been familiar with the internal and external conditions of the institution was directed to make a general inspec-


1896
1897
1898
1899
1900
1901
1902
1903
Sept.30
Sept.30
Sept.30
Sept.30
Sept.30
Sept.30
Sept.30
Sept.30
30,000
29,000
28,000
27,000
26,000
25,000
27769
28380
29967
29440
28649
29241
27385
27800

tion of the institution and a detailed report in regard to its management.

The testimony taken by the Board of Managers showed that the complaints of cruel punishment which were made particularly against a caretaker, who, it was alleged, whipped the children with the consent and approval of the Superintendent, were well founded. The resignation of these two officers which followed closely upon the conclusion of the investigation, was accepted by the Board of Managers and their connection with the institution was terminated.

The reports of the Board's inspectors showed (1) that the management of the Home had been less active for a number of years than in the early history of the institution and that the managers had relegated to the officers of the institution certain supervisory functions not contemplated in the constitution and by-laws; (2) that there were numerous deficiencies in the plant and management of the institution, such as failure to provide proper toilet facilities, provisions for privacy in the bath room, separate nightwear, etc., overcrowding in the dormitories and lax and irrational discipline, and (3) that the methods of keeping the accounts of the institution were irregular.

In view of these conditions, the committee recommended

(1) More careful observation of the provisions of the constitution and by-laws governing the management of the Home;

(2) The adoption by the Managers of a consistent system of discipline under the supervision of a qualified person;

(3) The discontinuance of corporal punishment by officers and employes;

(4) That the attention of the financial officers of Binghamton and of Broome county be called to the desirability of requesting the presentation of the Board's certificate of compliance with its rules as a requisite to the payment of moneys to this or other institutions.

The committee understands that these recommendations have been adopted in the main and that under the more careful supervision of the Managers and the new officers of the Home, conditions in the institution have materially improved.

INVESTIGATION OF STATUS OF LONG TERM INMATES.

The examination of the records of children who have been under care in a given institution for five or more years, and supported at public expense, conducted during the past year is a continuation of a similar investigation carried on during the previous year. The so-called "long-term inmates" in sixty-nine of these institutions have been examined by the inspectors with a view to ascertaining the mental, moral, physical and civil status of each child in order to determine its suitability for placing out. In accordance with the findings of the inspectors, the children have been divided into three groups:

Class A. Children eligible for placing out by reason of orphanage, abandonment, improper guardianship of parents, etc. and whose physical and mental condition is healthful.

Class B. Children having relatives with moral or legal claims to the custody of such children.

Class C. Children with physical or mental defects which render them unsuited to family life.

No child was reported by the inspectors of the Board as eligible for placing in a family home unless such child was fully orphaned, abandoned or removed from his parents because of improper guardianship, and at the same time was without noticeable physical, mental or moral defects, as well as without relatives or friends who had moral or legal claims to his custody.

Of the 2,425 children examined during the year, 1,167 were reported as eligible for placing out; 1,068 as having relatives with claims to their custody, and 190 as unsuitable for family life because of physical, mental or moral defects.

The following tables show the sex, age at time of admission, present age, length of time in institution, present civil condition, and source of support, of the 2,425 children examined during the year:

Sex of Children.

	Boys.	Girls.	Total.
A	547	620	1,167
R	513	555	1,068
D	68	122	190
Total	1,128	1,297	2,425

Ages when Admitted.

	Under 2 years.	2-5 years.	5-8 years.	8-12 years.	12-16 years.	Total.
A	60	574	431	99	3	1,167
R	47	403	474	144	.....	1,068
D	58	74	42	16	.....	190
Total	165	1,051	947	259	3	2,425

Present Age.

	5-8 years.	8-12 years.	12-16 years.	Over 16 years.	Total.
A	51	389	660	67	1,167
R	61	453	526	28	1,068
D	42	51	84	13	190
Total	154	893	1,270	108	2,425

Length of Time in Institution.

	5 yrs.	6 yrs.	7 yrs.	8 yrs.	9 yrs.	10 yrs.	11 yrs.	12 yrs.	Over 12 yrs.	Total.
A	205	218	197	169	184	101	48	29	16	1,167
R	357	269	215	92	71	37	16	10	1	1,068
D	41	29	32	27	18	16	8	6	13	190
Total	603	516	444	288	273	154	72	45	30	2,425

Present Civil Condition.

	Orphan.	Half orphan.	Parents living.	Unknown.	Total.
A	340	331	95	401	1,167
R	115	734	161	58	1,068
D	36	53	9	92	190
Total	491	1,118	265	551	2,425

How Supported.

	County.	City.	Institution or parents.	Total.
A	163	965	39	1,167
R	179	808	81	1,068
D	46	137	7	190
Total	388	1,910	127	2,425

From these tables it will be seen that the children were about equally divided as to sex, that about half of them were under five years of age when admitted to the institution, and more than three-quarters of them under eight years of age, that more than half of them are now between the ages of 12 and 16, and that the same proportion had remained seven years or longer in an institution. The large percentage of the children whose parentage is unknown (551 out of 2,425) is striking as is also the very small percentage of these children who were supported by private funds (127 out of 2,425).

As noted in the preceding annual report, effort has been made to secure action by the public authorities in the localities charged with the support of these children, looking to the placing out of those in Class A, and in the case of the children in Class B the managers of the institutions have been requested to urge the relatives of these children either to assume care of them or to contribute to their support in whole or in part. In the case of defective children, such special medical care as would help to render them self-supporting, if possible, has been recommended or in lieu of this, that application be made for their admission to the proper State institution. Both the poor authorities and the managers have coöperated with the Board in this work since its beginning, and the results of the combined effort of all concerned are evident in the reduced number of such inmates at the beginning of the year 1902.

The spirit in which this work was received and the results accomplished are evidenced in the following letter received from one superintendent:

"ROBERT W. HEBBERD, *Secretary State Board of Charities Albany N. Y.:*

Dear Sir.—Some time since we received a list of the inmates of the four principal orphan asylums in the county of..... with a suggestion from you that an effort should be made to locate these children in homes outside of the institutions. Previous to receiving such list we had arranged to do what we could towards that end; in fact, in the fall of 1900 we had made an extra effort to place as many children as possible in homes.

This investigation has been going on now for about three months and is as nearly correct as it is possible to make it. We enclose you a copy of our notice which we first sent out in 1900, and we propose to follow up each year, as long as we occupy the office, at least, the same mode of procedure.

Yours very truly."

The list enclosed in the above letter showed that out of 131 children called to the attention of the Superintendent, 49 (or 37 per cent.) had been discharged; 30 had relatives or friends sufficiently interested in them to reply to the Superintendent's notice of possible discharge; 48 were abandoned or their friends could not be located, and 4 were "unknown."

The statistics in reference to the so-called "long-term inmates" show this year as last, that a large percentage of them were under eight years of age when received. After making due allowance for those with relatives having claims upon them (about 45 per cent. as shown by this investigation), and for the fact that a percentage who were not then suitable for placing in families have since become so, there still remains a large body of children, say 40 per cent., who were in good mental and physical condition and of the proper age for placing in families when admitted to the institution. To quote from the report of the former Superintendent of Inspection, dated October 8, 1902, "It is generally admitted that it is easier to place children out by adoption under eight years than over. Children between eight and twelve are of little value in the way of service, but on the contrary are a constant care and do not so readily adapt themselves as younger children to the ways of the household. Notwithstanding all this, the fact that so many of the children have been discharged since the investigation was undertaken would seem to indicate that efforts have not previously been exhausted to restore these children earlier to family life. The question, therefore, suggests itself whether some rule should not be adopted by the Board placing a limit upon the time during which a child may be retained as a public charge in a private institution without a license or special permit from the Board."

In order to focus attention on this matter, it is recommended that upon request for a commissioner's approval of the transfer

of any child from an infant asylum to an orphan asylum the attention of the managers be called to a consideration of the advisability of placing such child in a family.

AMENDMENT TO THE RULES OF THE BOARD.

The rules regulating the admission, retention and discharge of inmates adopted by the Board in accordance with article VIII, section 14 of the Constitution, which affect only the institutions supervised by this Department, have been amended during the year by the addition of three new sections, the last two relating to orphan asylums in particular, as follows:

Section 8. "Children of school age retained in any such institution as a charge upon any county, city, town or village, shall receive regular and suitable instruction in at least the common school branches of reading, spelling, writing, arithmetic, English grammar and geography.

Section 9. "The commissioners, officers, inspectors and other representatives of the State Board of Charities shall at all reasonable times be allowed to examine such children with relation to their scholastic training, and also with respect to their fitness for placing in family homes, or with relation to any other matter pertaining to their care, comfort and general welfare, as may be directed by the Board by resolution duly adopted and entered on its minutes."

The need for such rules became evident during the progress of the special investigations into the status of long-term inmates and the educational work of these asylums, which were carried on during the year.

REVISED FORM OF ADMISSION AND DISCHARGE BLANKS.

A further result of these special inquiries appears in the revised forms of admission and discharge records, which, in addition to the data in regard to admissions required since the system of monthly reporting to the Board was inaugurated, call for information as to three further facts, viz: religion of the parents, previous residence in an institution and cause of commitment.

In the case of children discharged from the custody of institutions, the monthly returns now show the name and address of the person to whom discharged, his relationship to the child, whether the child is taken for adoption or otherwise, and in case of death, the cause of the same. The records kept in the office of the Board and in many cases those of the institutions had been deficient in these particulars hitherto. It is hoped that the more complete record will safeguard the interests both of the institution and the child, and also prove valuable as a source of information.

COMPLIANCE WITH THE PUBLIC HEALTH LAW.

Chapter 661 of the Laws of 1893, commonly known as the Public Health Law, provides, in sections 213, 214 and 215, for

1. The appointment of a physician for each home for children and the posting of his name near the entrance of such institution.

2. The examination of each child and certification as to his health before admission.

3. The maintenance of a quarantine of all children upon admission to the institution.

4. The monthly examination by the physician of the premises and the children, and a written report to be filed with the managers and the local board of health.

5. Passageways of not less than two feet in width between the beds in dormitories and an allowance of 600 cubic feet of air space per bed, except upon issuance of permit by local board of health (to be posted in the dormitory) sanctioning a less amount of air space per bed.

Of these requirements of the statute number one, in reference to the appointment of a physician, is complied with in each of the 89 institutions inspected during the year; number two, in reference to the examination of newcomers, in 87 out of 89 instances; number three, providing for an entrance quarantine of incoming children, in 72 out of 89 cases; number four, requiring a monthly examination of the premises and children by the physician and a report thereon, in 67 out of 89 institutions, and number five, specifying the amount of air space per bed in dormitories, in 73 out of 89 instances. The extent of compliance with the

requirement that a reception quarantine be maintained (No. 3) while large, is much less general than is desirable, however, as compliance is sometimes attended with difficulties, such as the finding of suitable quarters for incoming children apart from the others, or of an employe who can be spared for this work. Then, too, some managers neglect to comply with this provision of the law because they feel that it is not a matter of importance, while others consider the law unreasonable. This requirement of the statute, however, is shown by experience to be entirely reasonable, necessary and proper, as it is impossible for a physician to determine by even the most thorough examination whether a child is carrying the germs of a contagious disease in his system when admitted to the institution. The periods of incubation of such germs are from one to thirty days and until that period is completed no evidence of their presence is given. Thus it has frequently been the case that a child certified by the physician upon admission as in good health has come down with a contagious disease within ten days after entering the institution, and all who have come in contact with him during that time have, in their turn, been stricken with the disease. It is in this manner that epidemics of scarlet fever, measles, whooping cough, etc., have usually been introduced into an institution.

The fourth requirement of the law that the physician in each asylum make a monthly examination of the premises and the children and a report thereon is also complied with, it will be seen, to a goodly degree but not as fully as is desirable owing, in part, to the labor involved in making the examination and report and in part also to an imperfect understanding of the purpose and value of this section of the law. Were its usefulness as a conservator of the health of the children and as furnishing a record of the sanitation and hygiene of the institution thoroughly appreciated, compliance therewith would doubtless be universal.

The fifth and last of the important requirements of the statute, viz: that there be a minimum cubic air space of 600 feet per bed in all dormitories except where the local board of health gives its written sanction to a less amount, is complied with to the same degree as that of quarantine (73 out of 89 institutions). This, like the others, is a good showing, but by no means satisfactory,

as any overcrowding in dormitories is a menace to the health of the children.

With increasing familiarity with and appreciation of the wise provisions of this law, on the part of managers and officers of children's homes, this committee confidently expects to see a well nigh universal observance of the requirements of the statute in the near future.

FIRE PROTECTION.

Of the 88 asylums examined as to their provision for the protection of the children therein in the event of fire, fifty-nine are shown to be reasonably well protected, twenty-one partially provided with escapes, extinguishers, etc., while in nine asylums the means for protection are badly deficient. In view of the number of casualties resulting from fires in homes for children in recent years, the absence of sufficient protection against fire in even 30 cases causes the committee much concern. With the coöperation of the managers and of the local fire departments, some progress has been made during the past year (in 15 institutions the facilities for fire protection have been improved or completed) which leads the committee to hope that the present dangerous conditions in these thirty asylums will be removed speedily.

PROPER FIELD OF WORK FOR ORPHAN ASYLUMS.

There is little to be gained either by raising or discussing at this time the question of the relative value of the family home in comparison with the institution as a place for the care and training of dependent children, for it seems to the committee which, by reason of its semi-judicial position stands a little apart from the advocates of either system and listens to their discussion, that each has in mind a different question there having been no previous agreement as to the meaning of the terms used by the opposing parties, each having in mind apparently the needs of different classes of children. Were it possible to have the question at issue as well as the terms used clearly defined, it is likely that the advocates of both systems would find themselves in much closer agreement than at the present time, for not even the most

loyal upholders of the placing out system deny to the institution a leading part in the State's system of care for destitute children, nor does the warmest admirer of the institution as a means for saving dependent children question the desirability of good family life for certain children. To both parties to this controversy and to the State which views the matter from an ex parte standpoint, it is of interest and importance, then, to consider not the abstract question of the home versus the institution, an academic problem at best, but given facts as they are in this State, with more than 27,000 children already in its public asylums and about 15,000 children being received annually and about the same number discharged, how can the best possible care, under the circumstances, be secured for these children? What classes of these children need home care and what classes institution training?

Experience seems to show that suitable well ordered family homes are most desirable as agencies for the care of the following classes of destitute children:

1. *Normal children of good health, habits and training.*—The extent to which placing out work has been developed and carried on by the orphan asylums of the State indicates a pretty general acceptance of the theory that a well regulated family home is a more natural and desirable environment for the average normal child than is the large institution, particularly if the institution be built on the congregate plan and the children are cared for under conditions which, while unavoidable because inherent in the character of the plant, give little opportunity for the development of family life such as the child will meet when he leaves the institution, or for the exercise of much choice or initiative while in the asylum. Unfortunately a considerable proportion of the children who come to the State for care are not normal, while a larger proportion, owing to the conditions of poverty in which they have lived, are woefully deficient in training or are not of good health or habits.

2. Certain normal children of poor training or with some other disability whose deficiencies are such as can be better met by

family life than by institution training, for example some children whose only noticeable weakness is bad manners or a lack of schooling, can be more effectively trained in a family. Children of this sort should be studied individually before the kind of care to be given them is determined.

On the other hand, institution care seems to be either desirable or necessary for the following classes of children:

1. Defective or as a rule crippled children.

2. Abnormal or diseased children not defective but whose abnormalities or diseases are such as would prevent their being received in a family at least for the present.

3. Normal children of bad habits, training or morals who need institution discipline as a preparation for being received in a family.

4. Normal children with relatives or friends having claims upon them but unable to care for them at the present time; provision for boarding out such children is often advisable.

5. Children for whom suitable family homes are not available either temporarily or permanently.

It would be most interesting to know just what proportion of the 27,000 children now cared for in orphan ayslums of this State in receipt of public money are suitable cases for placing in family homes and for what proportion institution care is desirable. Also whether the number of homes and the facilities of placing out agencies are equal to the task of providing homes for all suitable children becoming dependent each year. Thus far the only means taken to secure data on this point has been the special investigation of the Board into the status of the so-called "long-term inmates" which indicated the presence in institutions of considerable numbers of children for whom family life would be desirable if obtainable, and that efforts to find homes for these children had by no means been exhausted. In this work of providing family homes for children the assistance of the various special agencies organized for this purpose and having the necessary experience and facilities should be most valuable to the institutions and it is hoped that the poor authorities and the institu-

tions will call upon these agencies for such help. Should this be done the adequacy or otherwise of the present number of agencies and their facilities would soon become evident. Meanwhile the interest of the dependent children of the State will be furthered to a goodly degree if the city and county superintendents of the poor and the officers of the orphan asylums see clearly that it is for the last five classes of dependent children mentioned above, then, that the one hundred and nineteen orphan asylums in this State exist, that if they attempt to care permanently for other classes than these, an injury may be done the children, the institution and the community, and that the highest development of the institution, as well as the best interests of the State, can be secured in just the measure in which these asylums care for the classes for which they are designed. The question of the proper field for orphan asylums, then, is a fundamental one, and this committee is endeavoring to do what it can to promote clear, sound and rational thinking as to what classes of children are proper subjects for institution care and to join hands with the managers of institutions in maintaining the standard that, so far as possible, these classes and no others will be retained.

Respectfully submitted.

JOHN NOTMAN,
D. McCARTHY,
ANNIE G. DE PEYSTER,
Committee on Orphan Asylums.

REPORT

OF THE

Committee on the Placing-Out of Children.

REPORT.

To the State Board of Charities:

Your committee on the placing-out of children respectfully reports as follows:

The supervision of the work of placing out children is devolved upon the State Board of Charities by chapter 264 of the Laws of 1898. Prior to that time there was no expressed grant of supervisory power which had been legally construed as extending the authority of the State Board of Charities over this special work of institutions and public officers. It is true that under chapter 225 of the Laws of 1896 the State Board of Charities was vested with general supervision of the acts of county superintendents of the poor, and that the Constitution itself, with certain exemptions, made provision for the general supervision of all kinds of charitable work. This, properly interpreted, fairly covered every kind of benevolence which has to do with the organized relief of suffering and distress, but required legislative enactment to make it operative. The act of 1898 is one of several laws enacted with this intent, and expressly imposes upon the State Board of Charities the duty of supervising the placing out of children. Under this law, the Department of State and Alien Poor has been charged by the Board with the special work of inspecting foster homes and making reports thereon.

VISITATIONS.

During the year the inspectors have made visits to homes in which children have been placed, whenever possible, without interference with the other important duties committed to them. In general, the inspections have shown that the superintendents of the poor and other public officers whose duty it is to place out children, endeavor to find suitable homes for them, and that in most cases they make careful inquiry before finally committing

a child to the care of applicants. Even after such precaution and inquiry, it has been found necessary in a few instances to cause the removal of children from unsuitable homes, but as a rule, the inspections show the children well cared for, contented, and with a good prospect for future usefulness.

ADDITIONAL INSPECTOR NEEDED.

One difficulty experienced in carrying out the provisions of chapter 264 of the Laws of 1898 is the constantly increasing number of homes to be visited. The number of inspectors at the command of the Board is not large. They have many important duties, and their time is fully occupied with necessary work in connection with other laws which must be observed. To take any of them from such duties and assign him to the inspection of foster homes for children means that necessary work of vital importance must be postponed, frequently to serious injury of public and private interests. Hence, the visitation of these homes for placed out children has been carried on in connection with the inspection of almshouses, and less than one-third of the foster homes could be inspected during the year. Another inspector, whose whole time could be devoted to this special work, is required. If the Board had this inspector it is possible that for two or three years he could manage to cover this work devolved upon the Board, but it will not be very long before the time when more than one inspector will be required if these homes are to be visited at least once a year.

THE NECESSITY OF INSPECTION.

It is agreed by all who have considered the subject that the best place for the ordinary child is in the family home, and the placing out of children is intended to secure to the minor wards of the State the advantages of family life. Such homes, however, should be frequently visited, and the best interests of the child requires that until the family relation is fully established by adoption, the State carefully protect its minor wards. Were the Legislature to realize fully the importance of this work, and understand that every child saved to society through proper en-

vironment and instruction is of permanent value to the commonwealth, there is every reason to believe the Legislature would make the appropriations necessary to properly carry on this work.

Respectfully submitted.

MICHAEL J. SCANLAN,
W. H. GRATWICK,
RALPH W. THOMAS,
AUGUSTUS FLOYD,
Committee.

REPORT

OF THE

Committee on Dispensaries.

REPORT.

To the State Board of Charities:

The Committee on Dispensaries begs leave to submit herewith its report for the year ending September 30, 1903:

During the year ending September 30, 1903, only three new dispensaries were licensed in the entire State. The new licenses were granted to the following institutions: Bronx Eye and Ear Infirmary, 660 East One Hundred and Forty-second street, Bronx Borough, New York city; Nursery and Child's Hospital Dispensary, Lexington avenue and Fifty-first street, Manhattan Borough, New York city, and Sydenham Dispensary, 247 East One Hundred and Sixteenth street, Manhattan Borough, New York city.

None of the licensed dispensaries permanently discontinued operation during the year and no licenses were surrendered for cancellation.

At the close of the year September 30, 1903, the 124 licensed dispensaries in this State were located as follows: New York city, Manhattan Borough, 60; Brooklyn, 31; Bronx, 3; Queens, 1 and Richmand, 1; total 96. Outside of New York city, Albany, 6; Buffalo, 6; Cohoes, 1; Mineola, 1; Mt. Vernon, 1; Nyack, 1; Ossining, 1; Rochester, 2; Saratoga Springs, 1; Schenectady, 1; Syracuse, 1; Troy, 2; Utica, 1 and Yonkers, 3; total, 28; grand total, 124.

During the year the Board of Trustees of Bellevue and Allied Hospitals in New York city closed Bellevue Dispensary temporarily in order to remodel the dispensary building located on Bellevue hospital grounds. Considerable comment was heard at the time because the closing of Bellevue Hospital Dispensary came without warning so to speak, and as a result, the nearby dispensaries such as the Cornell University Dispensary and the University and Bellevue Hospital Medical College Dispensary, particularly the latter, became suddenly overcrowded. After a few weeks, however, the two dispensaries mentioned were able to care for all the dispensary applicants which formerly attended the Bellevue Dispensary.

Five other dispensaries previously in operation were closed temporarily during part of the year as follows: Eclectic College Free Dispensary was closed while the college building was being remodeled. Williamsburgh Hospital Dispensary was closed but a brief period and was occasioned by financial difficulties. Woman's Hospital in the State of New York Out-Patient Department, was closed after the sale of its property at Lexington avenue and Forty-ninth street, New York, until a new site was purchased and a building erected at 141 West One Hundred and Ninth street, Manhattan Borough, New York city. The Utica Dispensary located in the city of Utica was closed pending removal to a new building at a new location, and the Good Samaritan Dispensary at Yonkers was closed a short time due to resignation of the attending physician.

In the following summary is shown for comparison statistics of the work of these dispensaries during the past two years. The figures in parentheses which appear in the following summary table indicate the number of dispensaries:

Number of Persons Treated.

	Year ending Sept. 30, 1902.		Year ending Sept. 30, 1903.	
New York city:				
Manhattan	(60)	765,542	(60)	861,021
Brooklyn	(32)	112,114	(31)	115,248
Bronx, Queens and Richmond	(4)	11,501	(5)	4,662
Total New York city	(96)	889,157	(96)	980,931
Outside of New York city	(28)	27,881	(28)	28,929
Grand total, entire State	*(124)	917,038	(124)	1,009,860

Number of Treatments.

	Year ending Sept. 30, 1902.	Year ending Sept. 30, 1903.
New York city:		
Manhattan	2,158,464	2,389,993
Brooklyn	265,777	282,394
Bronx, Queens and Richmond	19,497	23,283
Total New York city	2,443,738	2,695,670
Outside of New York city	97,329	100,239
Grand total, entire State	2,541,067	2,795,900

* Three of these dispensaries closed before the end of the year but reported attendance to date of closing.

Number of Prescriptions.

	Year ending Sept. 30, 1902.	Year ending Sept. 30, 1903.
New York city:		
Manhattan	1,818,743	1,910,956
Brooklyn	194,651	200,247
Bronx, Queens and Richmond	14,744	15,331
Total New York city	2,028,138	2,126,534
Outside of New York city	55,249	47,043
Grand total, entire State	2,083,387	2,173,577

Reference to the figures shown in the summary table discloses the fact that there has been an increase in the attendance at the licensed dispensaries taken as a whole throughout the entire State as compared with the previous year. The increase brings the grand total to an amount in excess of the enormous grand total of 1899, which was the previous high water mark.

In New York city the total number of persons treated in 1903 was 980,931 as against 889.157 in 1902, an increase of 91,774 or 10.3 per cent. The total number of treatments in 1903 was 2,695,670; in 1902, 2,433,738, an increase of 251,932 or 10.3 per cent. The total number of prescriptions in 1903 was 2,126,534, and in 1902, 2,028,138, an increase of 98,396 or 4.8 per cent.

The following table showing the relative growth of the largest of the dispensaries in New York city, has been prepared, in which the percentages have been worked out upon the basis of persons treated during the year ending September 30, 1902. The dispensaries selected for this illustration include all such institutions as reported 15,000 or more persons treated during the year ending September 30, 1903:

	Persons treated.		Attendance increased.		Attendance decreased.	
	1902.	1903.				
Beth Israel Hospital Dispensary	36,786	52,687	15,901	43.2%		
Brooklyn Eye and Ear Hospital Dispensary	15,593	15,886	293	1.8%		
Cornell Medical College Dispensary	12,692	23,606	10,914	85.1%		
DeMilt Dispensary	18,373	17,306			1,067	5.8%
East Side Dispensary	22,193	20,210			1,983	8.9%

	Persons treated. 1902.	1903.	Attendance increased.		Attendance decreased.	
German Hospital Dispensary	21,763	23,929	2,166	9.9%		
German Poliklinik	16,299	16,680	381	2.3%		
Good Samaritan Dispensary	81,082	79,959			1,123	1.3%
Gouverneur Hospital Dispensary	18,752	69,891	51,139	278.0%		
Harlem Hospital Dispensary	30,666	36,772	6,106	19.9%		
Jewish Hospital Dispensary	9,685	15,293	5,608	57.9%		
Long Island College Hospital Dispensary	16,190	16,272	82	0.5%		
Manhattan Eye and Ear Hospital Dispensary	23,078	28,478	5,400	23.3%		
Mt. Sinai Hospital Dispensary	30,687	32,031	1,344	4.0%		
New York Dispensary	37,955	39,694	1,739	4.5%		
New York Eye and Ear Infirmary Dispensary	53,631	46,454			7,177	13.3%
New York Ophthalmic Hospital Dispensary	14,635	16,196	1,561	10.6%		
New York Post Graduate Hospital Dispensary	18,252	19,346	1,094	5.3%		
Northwestern Dispensary	24,613	24,713	100	0.4%		
Presbyterian Hospital Dispensary	26,584	30,092	3,508	13.1%		
University and Bellevue Medical College Dispensary	12,248	43,488	31,240	255.0%		
Vanderbilt Clinic	45,370	45,207			163	0.3%

Reference to the foregoing table discloses that of the 22 large dispensaries whose attendance figures were used in the computation, 17 of the institutions showed gains whose minimum was .4 of 1 per cent and maximum was 278 per cent. Only five of these dispensaries indicate losses in attendance, which range from as low as .3 of 1 per cent to a maximum of 13.3 per cent.

Beth Israel Hospital Dispensary which increased 43.2 per cent occupied a new modern building in 1903, and therefore possessed greater facilities to treat a larger number of persons.

Cornell Medical College Dispensary which increased 85.1 per cent cared for a large share of the patients which formerly attended Bellevue Hospital Dispensary nearby, but changed to Cornell when Bellevue Hospital Dispensary was closed for repairs.

Gouverneur Hospital Dispensary increased 278 per cent due to the opening of the special dispensary for the treatment of eye diseases discovered among children in the public schools.

The Jewish Hospital Dispensary in Brooklyn, formerly the Brooklyn Hebrew Dispensary, increased 57.9 per cent, said to be due to improved facilities brought about by new management.

The Manhattan Eye and Ear Hospital Dispensary increased 23.3 per cent and may be traced to an enlarged demand for treatment of diseases of the eye.

The University and Bellevue Hospital Medical College Dispensary had an enormous increase in attendance amounting to 255 per cent. This is traced directly to the sudden closing of Bellevue Hospital Dispensary nearby.

The decreases in attendance throughout New York city have been relatively small as shown by the percentage table.

In the metropolitan district during the year 1903 as compared with 1902, the number of persons treated increased at 60 dispensaries and decreased at 35 dispensaries. The total number of treatments increased at 69 dispensaries and decreased at 26 dispensaries, and the total number of prescriptions increased at 59 dispensaries and decreased at 33 dispensaries. This shows that the total number of treatments increased much faster than the number of persons who applied for treatment.

Among the unusual causes which led to the increase in attendance at the metropolitan dispensaries may be mentioned the so-called trachoma epidemic noted in the report of the committee for the year 1901–2. Examination of the children in the public schools by medical inspectors of the Department of Health brought to light that many thousands of them were suffering from trachoma, a contagious disease of the eyes, and as a result, tens of thousands of children have been debarred from school until cured, and have been referred to the various dispensaries for treatment. So great was the demand for treatment of eye diseases that the attendance in the eye departments of the various dis-

pensaries was considerably increased. This was particularly so at Gouverneur Hospital, where a special dispensary was established by the Department of Public Charities acting in conjunction with the Department of Health.

Other general causes have operated toward an increase in attendance at the dispensaries, particularly in Manhattan Borough of New York city. For example, dispensaries as a means of medical education are of essential importance, and New York being a great educational center with nearly a dozen medical schools there is created a tremendous demand for material for clinical instruction which must be met if the school is to compete with the others in its class. The question as to their ability to employ a physician is not put to the applicant for treatment in these dispensaries with such care as elsewhere and there is little serious effort made to reject improper applicants. The hospitals, also, use their dispensary branches as feeders for the hospital wards, and when the hospital wards are full, and beds are needed for new patients, the convalescents are often referred to the dispensary department for free subsequent treatment, even though such persons have paid for the hospital service.

Moreover, the grade of dispensary work is improving. The most skilled medical practitioners are seeking its advantages and giving their ability in return. These improved conditions naturally attract a larger and more well-to-do class of people.

In the metropolitan district the increase in the number of persons treated at dispensaries is greater in Manhattan Borough. This cannot be explained wholly on the ground of the existence of more poverty in Manhattan, but instead may be attributed in part to the fact that people go to the Manhattan dispensaries from all sections of the greater city, as well as from towns nearby in the States of New York, Connecticut and New Jersey.

Knowledge that the big New York city dispensaries possess the finest scientific apparatus also acts as an inducement to patients to apply for admission.

For the purpose of comparing the work of the dispensaries of the State at the present time with that of former years, the following table has been prepared covering a period of five years:

	1899.	1900.	1901.	1902.	1903.
			Number of persons treated.		
Manhattan	741,978	746,148	755,750	765,542	861,021
Brooklyn	180,549	117,459	103,854	112,114	115,248
Bronx, Queens and Richmond	10,060	12,463	12,179	11,501	4,662
Total New York city	932,587	876,070	871,783	889,157	980,931
Outside of New York city	38,391	34,883	34,577	27,881	28,929
Grand total entire State	970,978	910,953	906,360	917,038	1,009,860
			Number of treatments.		
Manhattan	2,036,575	2,107,596	2,148,441	2,158,464	2,389,993
Brooklyn	390,741	295,008	266,781	265,777	282,394
Bronx, Queens and Richmond	19,905	19,656	22,438	19,497	23,283
Total New York city	2,447,221	2,422,262	2,437,660	2,443,738	2,695,670
Outside of New York city	119,015	105,241	109,849	97,329	100,239
Grand total entire State	2,566,236	2,527,503	2,547,609	2,541,067	2,795,909
			Number of prescriptions dispensed.		
Manhattan	1,702,357	1,751,244	1,803,676	1,818,743	1,910,956
Brooklyn	304,953	231,876	181,281	194,651	200,247
Bronx, Queens and Richmond	15,972	17,424	18,907	14,744	15,331
Total New York city	2,023,282	2,000,544	2,003,864	2,028,138	2,126,534
Outside of New York city	74,777	72,862	72,949	55,249	47,043
Grand total entire State	2,098,059	2,073,406	2,076,813	2,083,387	2,173,577

The rules and regulations of the State Board of Charities governing the operation of the dispensaries are being fairly well observed throughout the State. The most important of the nine dispensary rules and that which is not yet strictly observed in many instances is Rule III, subdivision c, which reads as follows:

"Every applicant, either personally or by the parent or guardian of such applicant, in regard to whose ability to pay for medical or surgical relief, advice or treatment, medicine or apparatus, or either, in whole or in part, the registrar is in doubt, shall be admitted to a first treatment on signing a card containing the 'representation' or statement of the applicant, but the registrar shall forthwith cause an investigation of his or her ability to pay either personally or by parent or guardian; the results of such investigation shall be filed among the permanent records of the dispensary. Any such applicant who declines to sign the required 'representation' or statement shall be refused admission."

The use of the representation cards with which all of the dispensaries are now provided has not been as general as is desirable. Some of the dispensaries use the representation card for every new case and others use them only when doubtful applicants appear, in regard to whose ability to pay a physician the registrar may be in doubt. The representation cards were designed for use as a basis for investigating the ability of applicants to pay for treatment. In a majority of instances, investigation has consisted of simply questioning the applicant. Something more than this, however, was designed by the rules, and is necessary to determine intelligently the ability of a really doubtful applicant to pay for his treatment. The charity organization societies in various parts of the State have indicated a willingness to coöperate with the managers of dispensaries by investigating doubtful cases referred to them, but these offers of assistance have not always been taken advantage of by the managers of dispensaries.

When the dispensary law went into effect the Charity Organization Society of New York and kindred societies offered to investigate such cases as should be referred to them by the dispensaries in order to determine their ability to pay for treatment. In order

to ascertain to what extent dispensary managers have availed themselves of the offers made by these societies a statement was invited from the New York Charity Organization Society and the Brooklyn Bureau of Charities. In response to this request the following tables were submitted which cover one year ending September 30, 1903. The names shown in the left hand column represent the institutions requesting the investigation and the figures shown under the various months representing the number of investigations requested:

The New York Charity Organization Society reported as follows:

	1902. Oct.	Nov.	Dec.	1903. Jan.	Feb.	Mar.	Apr.	May.	June.	July.	Aug.	Sept.	Total.
Bellevue Hospital	....	....	....	....	....	....	....	....	....	....	.....	1	1
Beth Israel Hospital	....	....	....	....	....	....	....	....	....	1	.....	.....	1
Cornell University Medical College	1	....	....	....	....	....	....	....	....	....	.....	.....	1
DeMilt Dispensary	....	....	....	1	....	....	....	....	....	....	.....	.....	1
German Poliklinik	....	....	....	....	....	....	....	....	....	15	38	13	66
Good Samaritan Dispensary	....	1	1	2	4	....	1	2	....	1	.....	1	13
Lebanon Hospital	7	....	2	2	....	....	....	....	....	....	.....	....	11
Manhattan Eye and Ear Hospital	3	1	6	3	4	4	3	3	2	4	2	3	38
Mount Sinai Hospital	1	....	3	5	3	....	....	4	....	....	.....	4	20
New York Infirmary for Women and Children	4	1	....	....	....	1	....	....	....	3	1	.....	10
New York Ophthalmic	3	2	....	2	2	3	4	1	....	2	.....	.....	19
New York Dispensary	....	1	....	2	1	2	....	1	....	1	1	1	10
New York Eye and Ear	....	....	2	1	....	....	....	....	....	....	.....	.....	3
New York Homeopathic Medical College and Hospital	....	....	....	....	....	....	....	....	2	1	.....	1	4
New York Policlinic	....	....	....	....	....	....	....	....	....	21	.....	.....	21
Northern Dispensary	....	....	2	....	....	....	....	....	....	....	.....	.....	2
Presbyterian Hospital	94	61	55	99	45	99	150	79	75	73	68	63	961
Post Graduate	....	1	1	3	1	10	3	....	1	1	2	4	27
Ruptured and Crippled	9	4	3	1	....	....	....	3	....	33	3	2	58
St. Luke's Hospital	....	....	2	1	2	....	1	1	1	....	4	3	15
St. Mark's Hospital	4	....	....	....	....	....	4	2	15	10	7	5	47
St. Chrysostom's Dispensary	....	....	....	1	....	....	....	....	....	....	.....	.....	1
Vanderbilt Clinic	....	....	1	....	....	1	....	....	....	....	.....	.....	2
Wilkes Dispensary	....	1	1	....	....	....	1	2	....	4	.....	.....	9
	126	73	79	123	62	120	167	98	96	170	126	101	1,841

The Brooklyn Bureau of Charities reported as follows:

	1902. Oct.	Nov.	Dec.	1903. Jan.	Feb.	Mar.	Apr.	May.	June.	July.	Aug.	Sept.	Total.
Brooklyn E. D. Homeopathic Dispensary	1	....	1	....	....	....	....	....	....	....	.....	.....	2
Brooklyn Eye and Ear Hospital Dispensary	4	....	....	....	....	2	1	....	....	....	.....	.....	7
Jewish Hospital Dispensary	....	....	....	....	....	....	....	....	....	2	.....	.....	2
Kings County Hospital Dispensary	....	....	1	....	....	....	....	....	1	1	.....	.....	3
Long Island College Hospital Dispensary	....	....	....	....	....	....	3	1	....	....	.....	.....	4
Memorial Hospital for Women Dispensary	....	....	....	1	....	....	....	....	....	1	.....	.....	2
	5	....	2	1	....	2	4	1	1	4	.....	.....	20

From the table shown above it appears that the New York Charity Organization Society investigated during the year 1,341 persons whose names were sent to them from 24 dispensaries and the Brooklyn Bureau of Charities investigated 20 persons whose names were sent to them from six dispensaries. The number of persons treated at the 60 dispensaries in Manhattan Borough during the year was 861,021 and the number of persons treated at the 31 dispensaries in Brooklyn Borough was 115,248. Therefore the relative number of investigations in proportion to the number of persons treated was insignificant.

The very small number of investigations made in comparison with the whole number of persons treated may be accounted for in part by the prevailing impression that it is easier and less expensive to treat the applicants than to make request for an investigation by one of these societies.

It has been found by means of a canvass of all the dispensaries that the officers of a majority of the institutions investigate by questioning the applicant at the dispensary but in no other way.

It is to be regretted that the hospitals having dispensary departments do not make greater effort to separate the finances of the hospital from those of the dispensary. Comparatively little general information about the resources of dispensaries connected with the hospitals is known, as the managers, as a rule, have contented themselves with reporting annually to the State Board of Charities that "the finances of the dispensary are included with the hospital finances." In reality the operation of the dispensary department involves the expenditure of considerable sums of money, and the aggregate receipts from patients' fees is also considerable. For the sake of clearness and accuracy in bookkeeping and as a proper business arrangement it is desirable that the dispensary accounts be kept distinct from those of the hospital in so far as possible.

The statistical records of the dispensaries are much more carefully kept than was formerly the case. The system of counting and recording the number of new cases, revisits, total treatments, visits at homes, prescriptions, vaccinations, etc., monthly, in convenient tabular form, is becoming more general, so that in most

dispensaries the managers may know each month how much work has been done during that time and how this work compares with that of former months.

The most apparent results of the system of licensing dispensaries in this State have been (1) greater coöperation among dispensaries and between dispensaries and other societies; (2) limitation of the number of dispensaries to such as the community needs, and (3) a more uniform system of management, records and practice. Increasing coöperation between dispensary managers and the State Board of Charities is manifest.

Respectfully submitted.

STEPHEN SMITH,
SIMON W. ROSENDALE,
WILLIAM H. GRATWICK,
Committee on Dispensaries.

REPORT

OF THE

Committee on Almshouses.

REPORT

OF THE

Committee on Almshouses.

REPORT

To the State Board of Charities:

Your committee on almshouses respectfully reports as follows:

The almshouse in the State of New York receives primarily a large proportion of all public dependents, and therefore it is one of the most essential features of our system of public charities Into this institution must be sent not only the ordinary adult indigent person, but, as well, those for whom the State provides special care. Owing to the lack of accommodations in the State charitable institutions, the almshouse has to receive, temporarily, persons whose proper place is in the special institution. For this reason it requires careful supervision and such attention to its methods as will be productive of good results in the matter of administration. Fortunately for the dependent poor, the almshouses of the State of New York are comfortable, as a rule, are also well equipped with the essentials for the maintenance of health, and provided annually with sufficient funds to assure good care to those who become inmates. As a rule, the boards of supervisors of the several counties of the State take commendable pride in their county institutions. The annual appropriations for their maintenance are carefully considered; and when the amounts to be expended in the support of the poor are under consideration, the supervisors usually feel the warm impulse of a charitable spirit which constrains them to make liberal provision for the dependents who must be maintained in the almshouse.

PROGRESS.

It is a matter of congratulation that in this regard a great change has taken place in late years. There was a time when the almshouse and its inmates did not receive proper consideration; when those charged with the duty of making provision for its maintenance sought to do as little as possible for the wards

of the public, and when the almshouse, neglected, ill-kept, and forlorn, stood as an institution to be feared and shunned.

The reports of almshouse visitation in these later years present happier pictures than those which the inspections of twenty years ago exhibited, to say nothing of the horrible conditions known to have prevailed in the earlier part of the nineteenth century. Compared with even recent years our inspections show general improvement in all directions. Not only is there better food and more satisfactory buildings, but a kindly spirit controls the administration to such degree that the common conditions of the past would not now be tolerated. It may be said that the consciousness of public responsibility has created a deeper and more personal interest in the welfare of the wards of the public, and that this feeling manifests itself in the sympathetic relations established between the inmates of charitable institutions and those charged with the direct administration. We seldom hear nowadays of brutality or abuse, but frequently acts of kindness done by officers and attendants are reported by inmates. The atmosphere of the almshouse has been purified by the spirit of sympathy, and if progress during the twentieth century continues, the time is not far distant when the almshouses of the State of New York will become in fact, as well as in name, county homes wherein the dependent aged and infirm will find a comfortable haven from the storms and disasters of life.

IMPROVEMENTS.

The material improvements during the past year follow along the lines of structural changes, having in view better sanitation, safety and a classification of the inmates. Those which concern sanitation and safety include the alteration of the plumbing, the introduction of the shower bath, the abandonment of obsolete methods of sewage disposal, provision for escape from fire, and such structural alterations as have a tendency to secure better ventilation, more sunshine, and larger proportionate space for dormitory purposes.

The improvements which look toward better classification provide cottages for inmates instead of barracks; they distribute the

population into homogeneous groups, and have a tendency to break up the old system under which dependents were assembled and cared for in one or more buildings without regard to the special needs of the individuals.

The separation of the sexes is a rule now generally enforced stringently except in special cases where married couples are provided with quarters by themselves, as is the case under the plan adopted in the city of New York. There, too, certain classes are grouped together in buildings many miles apart, and this has been productive of happy effects. To a lesser degree a similar plan has been adopted elsewhere when conditions made it possible, and in all cases with the same beneficial results.

HOSPITALS.

The inmates of almshouses are usually of advanced age, infirm in body, and often feeble in mind. They are subject to all the diseases and weaknesses which are associated with advanced years, and the almshouses therefore must make provision for a class of inmates who need special care. Although acute diseases are not constant nor generally prevalent in these institutions, many of the inmates are sufferers from chronic ailments. They need not only the attention of doctors and nurses, but as well special wards in which they may be properly cared for in seclusion. This is still more true of inmates attacked by acute forms of disease. Winter brings in its train pneumonia and similar dangerous diseases. Occasionally defects in sanitation open the way to typhoid and other fevers, and there is a constant necessity for adequate hospital provision. The ordinary dormitory wherein large numbers of inmates are roomed together is not a proper place for the care of the sick. Patients are irritated and weakened by the presence and noise of others, and in consequence succumb to attacks of disease which they would recover from if cared for under right conditions. To secure necessary quiet and seclusion for the sick, the tendency in the almshouses of the State is toward separate buildings for such persons as require medical assistance. All the

newer almshouses are equipped with such hospital buildings, and many of the counties which have the older type of almshouse buildings have made special provision of this nature for their sick. Until every county in the State has its county hospital as well as its almshouse, full provision for the sick and infirm will not have been made. It is a step in the right direction that even in counties which have not provided the separate building, wards have been prepared in the almshouse to which the sick may be removed and wherein they may have better care than would be possible were they left, as under the old conditions, to be cared for in the common room. It is a mark of inhumanity not to be affected by the pain or distress of others, and that the sick are receiving proper attention may be regarded as one of the greatest advances which in recent years have been made in our methods of administering county charity.

PREVENTION OF DISEASE.

Baths. As the tendency of the aged and infirm is to succumb easily to the inroads of disease, the modern almshouse must make provisions which look toward the building up of the general health of its inmates as far as possible. Some of the notable improvements of recent years have been those that deal largely with personal hygiene. The old bath tub in which a number of inmates were bathed semi-occasionally is rapidly disappearing, and in its stead the spray (or rain) bath is now installed. Through the former, disease could be and frequently was communicated; with the spray bath, such transmission of disease is impossible. There can be neither animal waste nor germs left clinging to the sides or rim of the tub to be deposited upon the next user. There can be no use of the same water by more than one person. Each individual should be cleansed in such manner as to save others from contamination, and by the use of the spray bath this is accomplished. Its introduction is preventive and in the line of true hygiene, marking progress in a movement which shows its effects in better general health, and a decreasing frequency of contagious disease.

Laundry. Another preventive measure which has received the approval of the boards of supervisors, and been installed in a majority of our almshouses, is the efficient steam laundry. By this it is possible to thoroughly cleanse not only the clothing worn by the inmates, but also the bedding used. The purification through the liberal use of soap, water, and steam, the vigorous rubbings possible by the use of machinery, have made the laundry work of our public institutions of this class in every way superior to what it used to be.

Ventilation. So, too, the general health is preserved through the measures which are being taken for the introduction, by day and night, of larger quantities of pure air. The old system of ventilation was mainly dependent upon a transom over a door. This was usually kept closed, although occasionally reinforced by the opening of a window. It is no longer considered a sufficiently reliable means of ventilation, for the transoms and windows are too much in the control of inmates. The self-acting systems of ventilation, which pour continuous streams of fresh air into the dormitories and other apartments, and which also draw out the impure air, are now considered essential and are being introduced, not only into State institutions but into the county almshouses.

Sunshine. With fresh air, cleanliness of person, of clothing, and of house, provision has been made also for better light and sunshine. Dark dormitories, closets with no windows, living rooms into which the sun cannot penetrate, are now recognized as dangerous; and although they have been common in the past, the spirit of progress has compelled structural changes by which the sunlight is poured into all parts of the building wherever possible. As a consequence of these preventive measures, the general health of the inmates in the almshouses of the State during the past year has been very good. There have been no epidemics, and comparatively few deaths.

DIET.

A most important matter for consideration in all public institutions is the daily diet of the inmates. As a general rule, it may be accepted as true that the inmates of our almshouses are well fed, and that both in quality and quantity the food supplies are

satisfactory. Observation has shown that another thing also is true in this connection. As a rule the inmates are overfed rather than underfed. This is due to the fact that the general desire to make the inmates comfortable leads the administration to provide food in large quantities, and, as the appetite of the inmates becomes in time abnormal, the quantity of food consumed is far more than is necessary for the physiological requirements. If it were possible to persuade the inmates of the almshouses to eat no more food than is sufficient for their real needs, they would be surprised at the amount, but a reform of this character can only be made successful when it meets the consent and approval of those affected by it. Hence old and infirm people will insist upon the same food and the same large quantities as are required by laborers engaged in the most arduous kind of physical toil.

In the rural almshouses the tendency in diet is toward a more liberal use of vegetables in variety than in the larger urban institutions. The reason is that vegetables in large quantities are raised upon the farms on which the county almshouses are usually located. The number of inmates in these almshouses, averaging only one hundred and fifty throughout the State, is not in excess of the productive capacity of the usual county farm, and the use of vegetables in large quantity and variety is therefore possible and economical. In the large cities vegetables are bought, but not in the variety possible in the country. A few standard vegetables, like potatoes, cabbage, onions, turnips and beets, represent this part of the diet, and in time other varieties are not looked for by the inmates.

FIRE PROTECTION.

It is a matter of congratulation that most of the almshouses are fairly equipped to meet the fire danger. In State hospitals and charitable institutions the law prescribes certain essentials of equipment for the purpose of fighting fire. Unfortunately this law does not explicitly cover almshouses, and these therefore depend upon the judgment of the supervisors for their equipment. The number of institutions which have been destroyed by fire is a warning that all almshouses should be properly equipped with protective apparatus, both within and without, as well as suffi-

cient means for rapid egress. Neglect to make ample provision for an emergency of this character deserves to be branded as criminal.

Fortunately most of the county supervisors recognize the great importance of fire-escapes, fire buckets, extinguishers and standpipes with hose connected ready for instant use, and at the present time, in most of the buildings, at least some provision for the safety of the inmates is secured. Some of the fire-escapes, however, are of an unsatisfactory pattern, and some of the stairways to the upper floors are not satisfactorily arranged. They would provide a way of escape if the fire were on the opposite side of the buildings to which they are attached, and, in some instances, if the inmates were strong enough to descend unaided; but if a fire should break out so that flames would be on the side to which the fire-escapes are attached, they would prove useless. A fire-escape should be so constructed as to be serviceable even under such circumstances, and its arrangement enable feeble and infirm persons to make descent without assistance. Any fire-escape which does not fulfill these conditions is not satisfactory for an institution wherein the population is aged, sick and infirm.

WATER SUPPLY.

Not only for fire protection and general hygiene, but for the daily drink of the inmates is it necessary that these institutions have an abundant supply of pure water. Most of the almshouses secure water from springs and other sources which assure the purity of the supply. Others are connected with the water supply systems of the community near which the institution is located. In most instances the almshouses of the State are abundantly provided with good water; a few, however, still struggle with either an insufficient or an uncertain supply. Growing villages make increased demands upon the local system, and the local need curtails the quantity available for the almshouse. In other cases the springs or reservoirs, ample for all purposes during certain seasons of the year, send forth a very limited quantity at other times. It is therefore of importance that the supervisors of the several counties carefully

examine into the water supply from time to time, and make provision for its abundance and purity.

POPULATION.

The average number of inmates in each of the almshouses of the State is about one hundred and fifty, but the larger almshouses located in the neighborhood of our chief cities have more than two-thirds of the total number of inmates supported in this class of public institutions. The character of the population differs also in the city and rural almshouses, for in the former there is a much larger proportion of able-bodied persons, that is, persons of the ages wherein it is ordinarily possible for a man or woman to earn support by physical labor. In New York city and Buffalo, and even in some smaller cities, the almshouse population is not constant in its make-up. Many men and women of these cities become poor through sickness or misfortune, and, discouraged, without friends, are committed to the almshouse where they remain for a short time, going forth again to attempt self-support. In some instances too, able-bodied persons are permitted to enter and remain in almshouses, who would be quite able to work but would do so only under compulsion. In the rural almshouses the population is as a rule constant so far as its individuals are concerned, for generally the inmates are too old to make further struggle when committed to the institution, and settle down to remain for the rest of their lives. Very few are under sixty years of age; a large majority are over seventy.

FOREIGN BORN.

Then, too, in the city almshouses there are more persons of foreign birth who, although citizens of the United States, passed the majority of their years in the country of their birth, and came to the United States advanced in life and unable to provide against the needs of old age. These are not aliens, for the aliens are removed from the almshouses by the Department of State and Alien Poor, but are persons of foreign birth who are citizens of the United States and this State, and as such entitled

to the relief which the almshouse provides for the dependent poor.

IMMIGRATION.

The great numbers of immigrants entering the State impose burdens upon public as well as private charity. As has been stated, a large proportion of the population of our almshouses are of foreign birth, although aliens are not permitted to remain permanent inmates. The laxity with which the immigration laws are enforced permits aged, infirm, diseased, insane, defective, and criminal persons to be landed upon our shores. As all of these must ultimately become public charges, it is necessary that the State laws concerning dependent poor be rigidly enforced.

During the year many non-residents have been returned to their proper residential localities, and many aliens have been deported, in order that they might not become permanent public burdens. A continuance of this policy is absolutely necessary to prevent our almshouses becoming filled with paupers who have no rightful claim upon the charity of the State of New York.

DEFECTIVES.

Another difference is due to the fact that the city almshouses are compelled to care for a large number of defectives. Although the State assumes to make provision for the idiots, the feeble-minded, and the epileptic, its institutions for these classes are full. For this reason the almshouses must care for those who cannot be placed in the asylums. In the city of New York the dependent feeble-minded still under care of the city have been gathered together upon Randall's Island, the epileptics have been transferred to Staten Island, and only the blind, the incurable, and the normal adult dependents are cared for in the general almshouses on Blackwell's Island and at Flatbush. The rural almshouses have usually few of the defectives to care for, but these few make trouble and involve administrative problems.

CHILDREN.

Under the law children between the ages of two and sixteen cannot be legally maintained in an almshouse. Infants with

their mothers are provided for, but at two years of age must be cared for elsewhere. There is, however, need for other provision than the almshouse affords for boys and girls over sixteen years of age and under full maturity. Moral ruin results from the association of individuals of this class with older paupers, and if there is in them any promise of ability for self-support it is likely to be blighted when they are maintained for any length of time in association with the ordinary adult inmates of an almshouse.

ULSTER COUNTY ALMSHOUSE.

It has been already stated in this report that the administration of the almshouses of the State is generally satisfactory. An exception must be made. In the Ulster County institution improper conditions have demanded the attention of this Committee, and of the Board itself during the year. The evils reported by the Board's inspectors were of such serious character as demanded a thorough investigation. Not only were the finances apparently mismanaged, but also such shocking abuse of inmates was reported as indicated the necessity for radical change. The Chairman of this Committee, being the Commissioner of the Third Judicial District, which includes Ulster county, made a special visitation to the almshouse on March 18, 1903, and examined into its administration. In his report to the State Board of Charities, submitted April 8, 1903, particular attention was called to the lack of discipline in the institution, the want of proper supervision over the inmates, and the failure to administer the almshouse in accordance with modern methods. He suggested that an investigation by the supervisors of the county would demonstrate that the methods of administration and keeping accounts were not proper. Such an investigation has since been held, with the result that radical reforms are promised.

CONCLUSION.

From the foregoing review it will be seen that the almshouses of the State are in such condition as must be gratifying to all who have been laboring for their improvement. This is largely

due to the officials who are directly in charge of them. As a body these officials are zealous in their work, have the welfare of the inmates at heart and are desirous of the approval of the State Board of Charities. If the rules of the civil service could be extended to the several counties so as to secure certain tenure of office for faithful and competent officials connected with the administration of the almshouses, it would do much to stimulate them to strive perseveringly for the attainment of ideal conditions.

Respectfully submitted.

SIMON W. ROSENDALE,
NEWTON ALDRICH,
RALPH W. THOMAS,
Committee.

REPORT OF INSPECTION

OF THE

Almshouses and Public Hospitals in the First Judicial District, by Inspector Cyrus C. Lathrop.

REPORT

To the State Board of Charities:

A report upon the present condition of the public charities of the First Judicial District would not be complete without a reference to the revised charter of the city of New York, which went into effect January 1, 1902, as the city includes all of the First Judicial District and a part of the Second. Several important changes in the administration of the public charities of the city were made by its provisions. Upon January 1, 1902, a centralized "Department of Charities," covering all the boroughs of the city, took the place of the three departments which had continued from the time of the consolidation of Greater New York up to that time. Each of the boroughs had its own commissioner, and each commissioner had deputies and other assistants, but the charter devolved the administration of the "Department of Charities" upon one commissioner, assisted by two deputies, and gave to this commissioner sole charge of all the public charities of the whole city, excepting only Bellevue and its allied hospitals.

By the revised charter, also, there was created a Board of Hospital Trustees, consisting of seven members, and the Commissioner of Charities as ex officio member. To this Board was given the charge of Bellevue, Gouverneur, Harlem, and Fordham hospitals. Thus an apparent separation was made between these institutions and the other closely related public charities, the intention being to protect the administration of the hospitals from the evil influence of partisan politics, and to emphasize the city's sense of grave responsibility for the care of its sick and injured.

As the result of these changes it can be said that the centralized administration permitted the introduction of some needed reforms, as well as the trial of some experiments. The establish-

ment of a single department of charities has effected some saving of salaries and also in the cost of maintenance of those who, through accident, sickness, or age, require care in the public institutions. One of the reforms concerned capable, faithful and intelligent employes, but these could only be secured by a higher wage and more cheerful and comfortable quarters. During preceding administrations the personal comfort of the minor employes of the service was overlooked, and in consequence many persons from the workhouse and other unfit and underpaid helpers were employed, resulting in poor service and lack of discipline.

During the year, throughout the department, plans were put in operation to raise the tone of the service. These included closer supervision; better salaries or wages; grading and uniforming the employes; so far as possible, better quarters; and efforts to secure appropriations for dormitory buildings.

As a result of these efforts, a dormitory has been erected at the City hospital and an old building made over as a dormitory at Bellevue, to provide adequate quarters for the paid help. Extensive additions were also made to the Homes for Nurses employed in City and Metropolitan hospitals, and at the almshouse. These additions permit a necessary increase in the nursing staff. During the year large sums were appropriated for these improvements, alterations and new buildings.

Plans are being prepared for a new Bellevue Hospital. Efforts are being made to acquire more land to the north of the present site for the erection thereon of the work and service buildings. Land was purchased in a more favorable location and plans prepared for a new Harlem hospital, to cost $400,000, under the former administration; and under the present administration a more central site is being sought in the borough of the Bronx for Fordham Hospital. Plans are also prepared for the completion of Gouverneur Hospital and to make some necessary changes therein.

TUBERCULOSIS.

It was recognized that the comsumptive patients in hospitals maintained by the city did not have proper accommodations, and that other patients were menaced by the presence of the tuberculous class in the same ward with them. Consequently, to quote

from the commissioner's report, "on January 31st a separate hospital for consumptives was opened in buildings vacated by the Manhattan State Hospital for the Insane in October, 1901. Within a week all consumptive patients not in wards set apart exclusively for consumptives were transferred from Bellevue, City, and Metropolitan hospitals and the almshouse, to the new hospital, and thereafter all consumptive patients admitted to the care of the department were sent directly to the hospital for consumptives. While a large majority of the patients received were in the advanced stage of the disease, a small number were in a condition which admitted of some hope of improvement. For these patients, separate accommodations, extra diet, and special treatment were provided, with the result that a majority of patients of this class showed a substantial gain in weight and a diminution of the active symptoms of phthisis."

DIETETICS.

Another matter of importance early received attention. In past years the subject of dietetics in the almshouse and public hospitals under the care of the department has not received sufficient consideration, and therefore, to assure suitable diet, the position of department dietitian was created. Beginning with Kings County Hospital and Almshouse, the purchase, reception, storage, and distribution of food supplies for the whole department, as well as the cooking and serving of the food, was investigated. As one result, a complete revision was made of the dietaries for inmates and patients, and new dietaries for employes were prepared. Although the per capita cost of maintenance has not been reduced, the new arrangement results in a rational and well ordered diet, with a greater variety of foods served in a more attractive manner. As the experiment was a success, assistant dietitians were appointed. These have charge of the food supplies and dietetics in the various hospitals to which they are attached.

In the main, an encouraging condition of affairs exists in the public charitable institutions in this, the first judicial district. Improvements in methods of administration, repairs to buildings in use, the erection of new ones, and the general well-being of the inmates and patients, are evidences of progress.

BELLEVUE AND ALLIED HOSPITALS.

BELLEVUE HOSPITAL.

[Foot of East Twenty-sixth Street, New York City.]

Dr. WILLIAM MABON, *General Superintendent.*

Upon February 1, 1902, in accordance with the provisions of the revised charter, Bellevue, Gouverneur, Harlem, and Fordham hospitals passed under the control of a board of trustees of seven members appointed by the mayor, with the Commissioner of Charities as ex officio member.

At Bellevue Hospital was found a building, parts of which dated from 1817, lacking modern means and appliances for ventilation, heating, lighting and facility of administration. The original buildings had been added to as the increase in population required accommodation. There was no definite or well ordered plan for the extension of the hospital, and, in administration, tradition and custom impeded an economic and satisfactory management of affairs fully as much as the antiquated buildings.

Then, too, the changing administration and political dominations affected the hospital, and many incompetent and inefficient employes were retained in service to the detriment of the institution. The trustees propose to change these conditions. Active steps are being taken to rebuild the hospital, although the trustees realize that a number of years must elapse before it can be completed. It was, therefore, their aim to place the buildings in as good a condition of repair as economy and the proper care and safe-guarding of the patients required.

IMPROVEMENT.

Upon February 28, 1902, the Fire Commissioner was requested to order an inspection of the buildings and the apparatus available for extinguishing fires. This was done, and the hose with which the buildings were equipped was condemned and subsequently removed, and new standard hose was substituted for all that failed to stand the test of one hundred pounds pressure. A number of liquid chemical fire extinguishers, fire axes and hooks

were purchased and placed in service. As the fire alarm telegraph system was found defective, it was reconstructed, and the outlying buildings and wards were connected with its service.

An officer of the Fire Department was detailed to organize a number of employes into a local fire brigade and drill them in their duties. A trial of this brigade resulted in the nineteen who were on duty (out of twenty-two) responding in one minute and two seconds after the sounding of the alarm, although at their regular duties in various parts of the buildings and grounds.

Upon the 8th of April, 1902, the Department of Health was requested to make an examination of the sanitary condition of the hospital. The examination revealed a condition as bad as could well be, broken drains, untrapped sewer connections, uncaulked joints, holes in various soil pipes, and sewer gas escaping from all the defective pipes and their joints. The water closets were principally of iron hoppers, and in many cases used, in the absence of other facilities, as urinals and slop sinks, with the result that they were corroded, the wooden seats saturated and consequently unsanitary and offensive.

The floors and cellars were damp, and those of wood were rotten. The wooden casings around the sinks were decayed and offensive; the walls and ceilings of the cellars and air shafts throughout the buildings unclean; and the cellars under the male and female prison wards damp and not ventilated.

To rectify defects would require a reconstruction of the plumbing system. However, much has been done to better conditions. The broken drains and joints, defective pipes and broken vessels, have been repaired. Some new bath tubs and sinks have been set, divisions made in certain bath rooms and closets, and the full amount of money available expended in improving the alarmingly bad conditions which existed.

On June 4th the New York Board of Fire Underwriters were asked to examine the lighting system of the hospital. It was found, as reported, that the wires were greatly overloaded, and that in the matter of connections no order or system had been

observed. The buildings, in many instances, were continually menaced by fire, because of imperfect and faulty connections. The wiring upon the top floor was particularly dangerous, and in consequence was the first part to receive attention. The repair work upon the rest of the electric light wiring was accomplished and brought up to the standard required by the Board of Fire Underwriters.

Improvements were also made to the interior telephone system. Each ward is now supplied with a separate telephone, all of which, later, will be connected by a central switch board.

AMBULANCE SERVICE AND ADMISSION OF PATIENTS.

It had formerly been the practice to detail to the ambulance and admission service, the youngest physicians and those most lately added to the staff. In few branches of the hospital service is there greater need for experienced men, possessing good judgment. Recognizing that the duty to the patient was paramount, the trustees directed that in all the hospitals in their jurisdiction, only such members of the staff be assigned to ambulance service as have had at least six months' service.

RECEPTION WARD.

The examination and admission of patients is now delegated to the house physician or surgeon, or to a senior or trained assistant, thus placing a work of great responsibility upon the more experienced members of the house staff.

Many difficulties confront those in charge of the reception ward on account of the limited quarters. Larger or better located accommodations to this branch of the service cannot be assigned. During eleven months in 1902, 14,921 patients were admitted, the major portion of whom passed through this ward. In many instances patients have to be sent to a ward before complete and satisfactory examinations can be made. An improvement was effected by the placing of both the reception and dressing rooms in charge of a competent graduate nurse.

RECORDS.

A decided improvement has been made in the matter of records of patients upon their admission, particularly in accident cases. All data is now obtained, at the time of admission, as to the manner and circumstances attending the injury. Similar records are also required with patients received from other hospitals. These records serve to aid in the treatment of such cases, and protect the hospital staff in event of fraudulent claims of injury by physicians or nurses. When cases are transferred to other hospitals in the Department of Charities, the fullest records obtainable accompany each patient.

NURSING SERVICE.

No reform in the administration of this hospital was more needed and important, or more closely affected the patient, than the reorganization of the nursing service. For many years Bellevue Hospital has offered training service for both male and female nurses, the former from the Mills Training School for Male Nurses, and the latter from The New York Training School for Women Nurses. The responsibility of all the nursing in the wards has in the past rested jointly upon the two schools under the direction of their superintendents. The Mills Training School has had charge of the wards for men, and the New York Training School of those for women and children. This division of the work and responsibility was maintained for many years, and gave opportunity for abuses and scandals.

The Board of Trustees believes that a centralized authority is necessary to obtain the most efficient service and the best results; hence the Board reorganized the nursing service and sole charge was given to the Superintendent of the New York Training School for Women Nurses, and assistants were given to help in the direction and training of the pupil nurses in the two schools.

Since this change was made, female head nurses have been placed in charge of the male wards, with the exception of the alcoholic, prison, and genito-urinary, and a large proportion of the male nurses have been superseded by women, although certain

work in the male wards which should more properly be done by men is still done by male nurses. The change has raised the tone of the whole institution in a marked degree. An air of refinement, order and comfort is both seen and felt in wards that for years had not known it. Male nurses will still receive training and find service in some of the wards, and in the work as indicated above.

A committee on nursing, consisting of two members of the hospital medical board and two members from each of the boards of managers of the two training schools, now superintend the general nursing service of the entire hospital.

PAVILION FOR THE INSANE.

Probably no branch of the service presents greater difficulties in its management than this department of the hospital. As a matter of fact, in a city the size of New York, the care of the insane during the period of observation should devolve upon the State. Many cases, no doubt, are sent to the Pavilion for the Insane at Bellevue because of the ignorance of the private practitioner as to the methods of procedure necessary to obtain commitments. The present pavilion is too small to properly care for all the cases that come to it.

The number of indigent insane is very large. During the eleven months from February 1 to December 31, 1902, 2,163 persons passed through this pavilion, 1,499 of whom were adjudged insane and committed to the State and private hospitals. That so large a number is committed through this one channel emphasizes the need of a psychopathic hospital within the limits of the city, to be established and maintained by the State. This hospital should be sufficiently large to permit patients to be held long enough to demonstrate if they are likely to be in need of extended treatment, or if the case is one of temporary aberration, requiring care for a few days only.

An important change has been made in the physicians and attendants immediately in charge of the pavilion. On February 15th, to quote from the report of the trustees, " Dr. Flavius Packer,

assistant resident physician at the Matteawan State Hospital for Insane Criminals, and with some ten years previous experience in other State hospitals for the insane, was appointed resident physician, and Dr. M. S. Gregory, assistant physician at Kings Park Hospital, Long Island, was appointed assistant resident physician at the pavilion.

"Under Dr. Packer, modern methods have been introduced at the pavilion. A system of hospital treatment has been adopted, so that all cases are given the benefit of the same service as in a general hospital for the care and treatment of the insane."

The case records now kept are uniform with the system in vogue in State hospitals. They show both the physical and mental condition of each patient, and the complete daily record of the observations of the nurses as well as the medicines prescribed and given under direction of the medical officers.

The methods of restraint have been changed, and restraint is only applied under the supervision of medical officers. The old appliances of belt, cuffs and waist straps have been discarded, and when in acute cases restraint is necessary, a restraining bed sheet and bandages are used.

With the change from physicians of ordinary medical experience to trained alienists, a change was made in the nursing service. The pupil nurses in ordinary training in the hospital schools were superseded by attendants who had received training in hospitals for the care and treatment of the insane. The wards have been placed in charge of a trained woman as head nurse, with the result that the tone of the service has been raised, and a condition of neatness prevails in the wards.

The building has been remodeled during the year. The walls have been painted a light color, adding to the cheerfulness of the interior; the steam pipes and radiators have been covered; new shower baths have been provided; rooms set aside and furnished for the immediate administrative staff, including the attendant physician on night duty; another enlarged and set aside for patients with suicidal mania where they may be under constant observation, and one where patients may see their friends apart from the disturbing influence of the wards.

An addition is needed which will provide a commodious and cheerful day room. The wards for disturbed patients should also have a permanent partition separating them from the others. A system of heating by indirect radiation should be substituted for the present system. The radiators, though inclosed, are a constant menace to the safety of the patients.

WARDS FOR ALCOHOLIC PATIENTS.

One of the least pleasant services to which pupil nurses can be assigned is that in the alcohol wards. During the past year grave scandals have been laid at the door of this department of Bellevue, and have found their way into the criminal courts. The cases were dismissed by the courts for lack of evidence.

The coöperation of the judges of the police courts has been asked to prevent, as far as possible, the abuse of these alcoholic wards. They are intended as a charity, and should not be used by "Rounders" or "Repeaters" as a convenient place to sober up after a periodical debauch. To protect these wards, upon complaint by an officer of the hospital, chronic drunkards have been sent to the workhouse. This has had a salutary effect and has materially assisted in the maintenance of discipline and diminished the frequency of the visits of "Repeaters."

The capacity of the ward is much too small, and it is an almost daily occurrence in the men's alcoholic ward to have mattresses brought in and laid upon the floors to accommodate the patients. At the time of inspection the capacity of the ward was 29, while the census showed 42 patients. At one time during the year there were 53 patients, nearly double the bed capacity of the ward.

That the opportunity for the possible abuse of a patient suffering from acute alcoholism may be reduced to a minimum and the nurse be protected against the imaginations of a mentally disturbed patient, the night service has been placed in charge of a capable graduate nurse with two pupil nurses as assistants. The day service is performed by three pupil nurses under the supervision of an interne, the chief of the nursing service, and assistants.

A considerable amount of property had accumulated in the closet provided for that purpose. Much of this property was left by patients before the present trustees assumed control. This property, as well as that received in the future from patients, is to be given into the custody of the property clerk of the hospital, and greater care will be exercised that no patient is discharged without receiving his property.

PRISON WARDS.

The ward formerly used for female prisoners was vacated during the summer, and is now assigned to men. There were so few women prisoners that accommodations were provided for them in the women's alcoholic ward. The vacated ward was repaird, the walls repainted, new floors laid, and the plumbing overhauled and made sanitary. It is a great improvement upon the quarters formerly occupied by male prisoners.

The quarters occupied by the female alcoholics and prisoners are in a very dilapidated condition, the plaster is broken and fallen, the plumbing of an obsolete type and unsanitary, the ward cheerless to a marked degree.

HOUSING AND CARE OF EMPLOYES.

Reference has been made to the demands upon Bellevue Hospital by reason of the increasing population of the city and its location, and the fact that it is the only public hospital in the central district. So great have been the demands upon it that its equipment has not kept pace with the increase of work, and it has seemed impossible to make adequate provision for the proper housing of the employes.

The failure to provide cheerful and healthful sleeping quarters with suitable day rooms for use during the rest periods for the employes, has serious results. It is manifestly impossible for employes to work with energy and cheerfulness unless they have proper quarters. The rooms devoted to the house staff are crowded and there seems no way of immediately relieving that condition. However, the bareness and cheerlessness have been relieved in a measure by the addition of suitable furniture, pic-

tures and rugs, and by providing space for clothing. Besides this, the Medical board room has been converted into a staff dining room that all the internes off duty may be accommodated at one time.

If adequate space in the hospital and suitable rooms can not be set aside for the medical staff, quarters should be provided elsewhere but near, that in congenial surroundings these men, upon whom devolve such important duties, may secure the rest which will fit them for the performance of their duties.

While high and faithful service may be expected of the medical staff, however unsuitably housed, the same can not be expected of the orderlies, helpers and cleaners. The quarters in which some of the hospital helpers were lodged last year were almost devoid of light and with only a small amount of air space, and these have been abandoned. Other quarters have been painted and brightened, but are still unsuitable.

But there is promise of better things: The old Cornell Medical College building upon the grounds has been converted into dormitories for the women employes of the hospital at a cost of $47,657.00, and when fully equipped will help to solve the problem of proper quarters for female employes.

A great advance was made when the service of unpaid or workhouse helpers was discontinued, although the small wages offered appealed, in the main, to those from the same class. Recognizing the value and responsibility of the service required, and further realizing that desirable employes can not be secured for the $10.00 per month paid, "upon the recommendation of their immediate superiors the wages of twenty-five attendants were raised from $10 and $12.50 per month to $15 and $20 respectively, exclusive of board and lodging."

STOREHOUSE.

The main storehouse, formerly supplying Bellevue only, since the reorganization has extended its service to the allied hospitals. A greater degree of order and system should be observed in conducting the work in this storehouse. Although the quarters are

limited, work will be facilitated and the space employed to greater advantage if order is observed. A local storeroom for the needs of Bellevue and the emergency hospital has been located in the basement under the north wing. The condition of this storeroom as to order and evident system leaves little to be desired.

GROUNDS.

The general condition observed at inspection evidenced efficient supervision and faithful work. The grounds present an attractive, well-ordered appearance. The grass is kept well cut, flower beds are laid out, and the green of trees and grass, with a glimpse of the river beyond, presents a pleasing and restful view to the eye of the convalescent. The asphalt walks were seen to be clean and in good repair. No unnecessary material is now permitted upon the grounds.

BUILDINGS.

The cellars of the buildings show a decided improvement in the matter of cleanliness and order over former conditions. In past years the cellars under the main buildings were the repository of useless and broken furniture and rubbish, and were used for storage. They are practically free from all this now. The cellars are damp, under the female alcoholic and prison wards particularly so. At times the high tides in the river force the water through the sewers into the cellars under the male alcoholic ward. To decrease the ill effects so far as possible, the windows are kept open to the sweep of the outer air, and lime is used plentifully.

The condition of the wards as to order and cleanliness indicates careful training and continual and efficient supervision of the nurses by the superintendent and her assistants. Although visited at all hours of the day, inconvenient and otherwise, in only a few instances was any disorder noticed, and this could be accounted for, not because of the detail of the service, but because the care of the patient is the first consideration.

The floors were as clean as soap and water could make them, but would have presented a more attractive appearance had they

been filled and polished where conditions permitted, as is common in hospitals.

A more suitable place might be provided for the storage of bread and milk. A narrow passageway, which is used continuously as a thoroughfare, is used for their distribution. The closets for storing bread, with the refrigerators, line a part of one side. Dust constantly arises from the tread of passing people and the frequent sweeping the hallway requires, and another place should be chosen for this service.

FOOD AND DIET.

A marked improvement was noticed in the quality of the food supplies furnished. This is due to a more careful inspection of the goods when received, and to the method of advertising for supplies. At present, foods and other supplies are advertised for under "line numbers," which permits of merchants who make a specialty of certain articles to bid upon them alone. By this system a larger number of bidders are brought into competition, and as quality is made a prime requisite, care is exercised in filling orders. A considerable amount is also saved the city by the insertion of the clause "the quantity to be more or less," thus providing for the fluctuating census and permitting ten per cent less than the amount contracted for to be accepted. This protects the hospital and the contractor too.

The bread baked by the Department of Correction, which is still furnished the institutions under control of the Department of Charities, is no longer used in this hospital and its dependencies. Common and Vienna bread and French rolls are contracted for as are other provisions. The bread is finer in texture and more attractive in appearance, though the nutritive qualities are lessened. Inasmuch as the quality of the bread furnished by the sister department is above question, it seems unwise to go into the open market for what can and should be furnished at home.

LINEN ROOM.

The vacation of the old prison ward for men set free a room which is now used as a central linen room, where all bed linen.

new, and in service, is kept. This room is in charge of the housekeeper, who has under her two sorters and three seamstresses. All linen being returned to this room, its perfect condition for service is thus guaranteed. The system is a commendable one, as the linen is issued upon requisition from the several wards, and then only to the amount of the number and class of articles sent to the laundry.

LAUNDRY.

Much trouble was experienced during the year in this department, and accordingly a reorganization was made. On December 1st a skilled laundryman was appointed from the civil service list and a new system inaugurated. As a result, helpers more skilled in the special work of laundering have been employed, and although the total number of employes has been reduced, the greater efficiency has increased the daily output. More machinery is needed to accomplish the large amount of work required of this department.

DISPENSARY.

The dispensary, which is an important adjunct of Bellevue Hospital, will, in the near future, have more roomy and desirable quarters on the main floor of the building remodeled as a dormitory building for female hospital helpers.

The arrangement of the floor space provides well lighted and ventilated rooms for the consulting physicians, and a larger and better arranged waiting room. The records show that during the last eleven months in 1902 there were 151,111 visits made to the dispensary by persons needing medical treatment but not hospital care.

STABLES.

Former criticisms regarding the quarters provided for the ambulance drivers are renewed. The quarters are neither roomy nor comfortable. They should be both, as the service is one imposing exceptional hardships and calling for trustworthy men.

More stall room is needed for the accommodation of the horses. The full complement for this service is eight ambulance horses, besides those used by the Superintendent and on the truck, transfer and laundry wagons. There are ten employes attached to the

stable, nine of whom lodge here and have their meals in the institution. During the eleven months for which statistics were furnished, 9,641 ambulance calls were answered, a daily average of 27.

EMERGENCY HOSPITAL.

The demand for enlarged and suitable quarters for the women hospital helpers was more urgent than the needs of the Emergency or Maternity Hospital, so the suggestion that the old Cornell Medical College building upon the grounds be utilized as an emergency maternity was vetoed. Although the Emergency Hospital must continue to occupy its present restricted and poorly arranged quarters, excellent work has been done there during the past year.

Extensive repairs have been made to the building. The interior has been painted, the plumbing thoroughly remodeled, and two new flush water-closets and two enameled iron bath tubs added. The main floor has been covered with linoleum. A high iron fence with gate has been erected on the stoop line, thus shutting the building away from the noise of the street children. Fire-escapes have been placed upon the front and rear of the building, and, to connect the buildings, an iron bridge has replaced a dilapidated wooden one.

Additions have also been made to the equipment. New chairs and rockers, ten iron beds of new design, especially adapted to the service, as well as mattresses and glass-top bedside tables, have been installed.

The delivery room is also newly equipped with table, instrument closets, scales and water sterilizer. Additions were made to the kitchen and laundering equipment in the way of ice chests, dish closets, clothes chute, clothes room and slate laundry tubs.

Four new fire extinguishers, with axe and pike staff, afford added protection in event of fire.

This hospital will now accommodate eight women with infants, and six waiting women. The latter are required to do the work of the house, with the exception of the washing of the bed linen and clothing of adults, which is done at the Bellevue laundry. The paid force consists of one supervising nurse, two pupil nurses, one for day and one for night service, and one male helper.

GOUVERNEUR HOSPITAL.

The work of this hospital has continued under the same management as formerly. The hospital has to its credit a large amount of work well done. In some particulars it is one of the best equipped belonging to the city, being modern and constructed as a fireproof building. Its territory extends from the East river to the Bowery, and from Catharine to Houston streets.

The present accommodations are sufficient for 102 patients. The wards are large, airy and sunny. But few repairs were necessary during the past year. Some minor changes in plumbing were made in kitchen, laundry, laboratory, and emergency ward, and two showers installed in the bathrooms. Considerable painting has been done, and the institution carpenter has made closets and cupboards for the drug room. Both the elevator and the ice machine have also received needed repairs.

Here, as at Bellevue, the quarters available for housing the women hospital helpers are unsuitable, and this lack of proper accommodations results in an unsatisfactory class of employes, with consequent poor service.

The same old stable, with unsanitary rooms overhead for the male employes of the hospital, is still rented for the ambulance service.

The old hospital building was used for housing the women employes, but in December an emergency demand was made upon a large proportion of the space. An epidemic of trachoma, principally among the children attending the schools of the districts, confronted the Department of Health. The children by hundreds had been excluded from attendance at the public schools, and a place for treatment had to be provided for them, and more than the dispensary afforded was necessary. In many cases a surgical operation was necessary, and hospital accommodations had to be provided. Upon the urgent request of the Department of Health, a temporary ward for the treatment of trachoma was established on December 16th. To quote from the report of the trustees, "The need of such a dispensary is shown by the fact that 1,412 old and 976 new cases, a total of 2,388, were treated between December 16 and 31, 1902, and 127 operations were performed in the same period. The Board

of Health supplies the physician at this clinic, but all else, beds, instruments, drugs, nursing, attendance, etc., are furnished by the Board of Trustees."

Plans are being prepared for the completion of the hospital, by the erection of the south wing.

Other things should also receive attention. The building should be wired for electric lights. The toilets for men and women in the basement, for the sake of decency, should be separated and a passageway provided between the front and back portions of the cellars in some other place than immediately in front of these toilets. Cement floors should be laid throughout the cellars. The glass in the basement windows ought to be opaque, and with wire mesh imbedded. This will promote privacy and economy. Other property should be acquired and a suitable building be erected for stable and dormitory purposes.

The building throughout was found clean and in excellent order. Through lack of space for storage and repair shops, the attics must be used for such purposes, and in consequence do not present the well ordered appearance of the rest of the institution.

The census on date of inspection was 193. Officers, 1; doctors, 8; nurses, 26; male employes, 32; female employes, 29; adult male patients, 60; adult female patients, 23; boys, 8; girls, 6.

Statistics for eleven months:

Remaining February 1, 1902	78	
Admitted	2,333	
Born	5	
		2,416
Discharged, recovered	1,289	
Discharged, improved	345	
Discharged, unimproved	374	
Discharged, died	329	
		2,337
Remaining December 31, 1902		79

Dispensary service, 27,550 visits.

Ambulance service, 2,787 calls.

HARLEM HOSPITAL.

A new day is dawning for Harlem Hospital. Covering, as its public service does, an immense territory bounded by Ninty-sixth street, Harlem river, One Hundred and Forty-ninth street and Lenox avenue, and embracing two congested districts, its work is most important.

With accommodations for only forty patients, and having a mere shed for the dispensary service, it is a tribute to the ability and ingenuity of the administrative head, and the faithful labors of the staff and nurses, that so much and such good work is accomplished.

An appropriation of $275,000 was made for the building of Harlem Hospital by the previous city administration. A lot 200 feet deep, fronting on Lenox avenue and extending from One Hundred and Thirty-sixth to One Hundred and Thirty-seventh street, was purchased. Another plot, also 200 feet deep, in the same block will be acquired, as an additional appropria tion of $125,000 has been made. Plans for the buildings are being prepared, and it is expected work on them will soon begin During the year many repairs were needed, as the present building is an old-fashioned dwelling house utilized for hospital purposes. The estimate for repairs was consequently exceeded. Stamped metal ceilings are now in a majority of the wards, the plaster having fallen and menaced the safety of patients. Roofs are now waterproof; there are three new bathtubs; the water-closets were removed from the diet kitchen and isolation ward, and were relocated in a more appropriate place. The furnace was put in repair; a new water boiler and water heater installed; the fire alarm system repaired and connected with the indicator upon the first floor; the elevator shaft lined with metal, and a new crematory for disposing of soiled dressings was erected in the yard.

To provide proper accommodations for the women employes, the nine-room house No. 518 East 120th street, across the street from the hospital, was rented at $480 a year. This house was put in condition and furnished, and accommodates four nurses and twelve of the help. "Not only is the relief from the over-

crowding of the old building a great gain," say the trustees, "but the character of the accommodation has had an appreciable effect upon the ease with which discipline is maintained." This house has a comfortable sitting room where the women may spend their free time, and the rooms in the hospital vacated by the women afford increased accommodation for the male employes.

Another improvement was under way at the time of inspection. The house adjoining the hospital on the west, No. 527 East 120th street, had been leased at a rental of $840 per annum, and was being thoroughly overhauled, renovated and redivided. The main floor is now arranged to accommodate the dispensary service, and the upper floors the maternity patients and certain of the employes. The improvements will cost about $3,000, and when completed the building will supplement the main hospital.

It is difficult to administer an institution so poorly housed as is Harlem Hospital, where the daily population almost invariably is greater than the bed capacity, but it is gratifying to report that the institution was in excellent order and clean throughout.

CENSUS.

The census on date of inspection was:

Officer	1
Apothecary	1
Drivers	3
Male hospital helpers	12
Male hospital orderlies	2
Cooks	2
Laundresses	3
Waitresses	1
Female hospital helpers	10
Patients, male	17
Patients, female	15
Total	67

Statistics for eleven months:

Remaining February 1, 1902	30	
Admitted	2,091	
Born	67	
		2,188
Discharged, recovered	600	
Discharged, improved	458	
Discharged, unimproved	9	
Discharged, transferred	834	
Discharged, died	219	
		2,120
Remaining		68

Dispensary service, 55,057 visits.

Ambulance service, 1,536 calls.

FORDHAM HOSPITAL.

The location of this hospital is unfortunate. The district is an immense one and, roughly described, extends from the Hudson river to the Sound, further boundaries being Central Bridge, Jerome avenue and One Hundred and Seventieth street, Bronx river and north to city line.

Fordham Hospital is the only public hospital in the district, and is not near the present center of the population. Two private hospitals, Lincoln and Lebanon, are in the district, but are four miles away.

The bed capacity is for forty-three adults and two children, and, because of limited space and the larger number of males, it is impossible to properly separate the patients. In the one ward available for women, medical, surgical and maternity cases must be kept. The worst lack is the absence of accommodations for children.

A new Fordham Hospital is assured. An appropriation of $11,250 for the preparation of plans and specifications was made, and work has begun upon them. The question of a site is under discussion, and the selection will probably be one in the vicinity of Bronx park.

The room could have been divided into the necessary number of offices with separate entrance doors from the gangway.

However, the quarters are necessarily restricted by the limitations of a wharf. By reason of its construction on piles, it is unstable, and unpleasantly jarred by the wharfing of vessels. It is impossible to heat the offices comfortably. The office and duties of the Department of Charities are so complex and important that all the branches of its executive service should be gathered into one conveniently located, well appointed and comfortable building.

When a division was made between the Charities and the Correction departments, another wharf should have been secured for the transaction of the business of the Correction Department. The enforced association of the unfortunate with criminals is unjust, and effort should be made to improve present conditions.

Here might properly be noted the steamer service attached to the department. The steamer "Thomas Brennan" was out of commission for many months, pending the completion of repairs costing $13,640. A new, speedy and modern boat is needed, adapted for both freight and passenger service. The passengers from the city might be landed upon the up trip, and the freight upon return, when returning passengers could be taken. By this plan patients would not suffer unnecessary delay in their conveyance to the island institutions.

The recommendation made in a former report of inspection that wharfing facilities be provided for the correction boats upon the east side of the islands is a good one. It would entirely separate the charity and correction passengers in landing, and give more dock room for the boats. It therefore should receive serious consideration.

FERRIES.

From the foot of East Fifty-second street and East Seventieth street to Blackwell's Island, and from the foot of East One Hundred and Twentieth street and East One Hundred and Twenty-fifth street to Randall's Island, a daily half hourly service has been inaugurated during certain busy hours of the day.

Before and after this, from seven a. m. to midnight, boats run hourly. This is a welcome innovation and one which had long been urged. It will promote the convenience of the relatives and friends of patients and visiting physicians.

A new steam launch is needed for the ferry service to Randall's Island. The one in service from One Hundred and Twentieth street and One Hundred and Twenty-fifth street is not the property of the department.

BUREAU OF DEPENDENT ADULTS.

The name of this department was changed to the above from Department of Out-door Poor, to conform with the Bureau of Dependent Children.

Early in the year a change was made in the superintendency of this office, the conduct of the business in the past being deemed unsatisfactory. By direction of the Commissioner the office is now kept open Saturday afternoons to accommodate applicants for poor relief.

A commendable appointment was that of a woman examiner, whose duty it is to receive the statements of women in connection with abandonment or bastardy proceedings. A private room has been provided for this purpose. Formerly, the Superintendent of Out-door Poor heard these matters amid the bustle and in the publicity of an open office.

In March, 1902, the Department of State and Alien Poor designated the almshouse at Blackwell's Island as a State almshouse, and directed that in future all alleged State poor persons committed by this bureau should be sent there. For a number of years it had been the practice to send this class to the almshouse in the borough of Brooklyn at Flatbush. The change was made because of the crowded condition of the latter institution, to avoid the long journey of over two hours to the Flatbush almshouse, and to facilitate examination by the State officers.

A card record system now covers all cases receiving the care of the department. Three classifications are made and really kept separate by cards of different colors. Applicants to almshouse or hospitals, State poor persons, and aliens.

THE MORGUE.

The management of the morgue has been reorganized. Mistakes have occurred from time to time in the past in the delivery of bodies, and there has been favoritism to certain undertakers. These men by reprehensible practices could obtain advance information from employes of the department. They subjected the relatives of patients dying in the city hospitals to importunity, embarrassment, extortion and distress.

To prevent mistakes a tag, with the name and address of the nearest relative. is attached immediately after death to each body sent to the morgue, and this tag is not removed therefrom while the body is in morgue. Care is taken to prevent advance information of deaths being given to undertakers. The formal death notice has an order to be signed by the nearest relative, designating the undertaker who is to take charge of the remains, and bodies are given out of the morgue only upon this order. The undertaker signs a receipt for the body, stating that he was authorized by the nearest relative to receive it.

MORIBUND CASES.

Much criticism has been aroused in the past by the transfer of patients in a dying condition, from the various private hospitals to the hospitals of the department. Efforts have been made to stop transfers of this nature, except under unavoidable circumstances. A special report from the superintendent of each Department Hospital is now required in all cases where the patient dies within three days after admission. If necessary, the case is then submitted for investigation to the trustees of the hospital from which the patient was received.

BUREAU OF DEPENDENT CHILDREN.

This bureau was inaugurated January 1, 1900, and separated from the Department of Out-door Poor some time later.

During the past year the quarters formerly occupied by it were assigned to the newly instituted Children's Court, and other

rooms were given to the bureau upon the same floor of the building. The quarters are too small for the purpose and are poorly lighted. There is no suitable place for private examinations, nor for consultations between officers.

A force of sixteen examiners, nine of whom are women, is employed to examine applications of parents and guardians for the commitment of children, and to make the annual re-examinations of the moral and financial condition of the parents of children who are public charges. As far as possible the children under eighteen years of age who have been placed out or indentured are visited.

Upon the advice of the corporation counsel, the Bureau of Dependent Children began October 1st to require the parents of children committed as public charges to institutions to pay in part, if able, toward their support.

The number of applications for the commitment of children on account of the desertion or alleged desertion of the head of the family, increased to an alarming extent during the past few years, and a plan was devised for dealing with this matter more effectively. A special list of families in which the husband was reported as having deserted, was started in the Bureau of Dependent Children, and these families were visited from time to time at hours at which a visit would not naturally be expected, in the early evening or on Sundays or holidays. The result has been that in numerous instances the head of the family, who had been reported as having deserted and as having been absent for many weeks, was found by his own fireside enjoying the additional luxuries made possible by escaping the burden of supporting his children. Out of 71 cases of desertion under observation during the quarter ending September 30th, husbands were found in 22 cases and made to provide for their families.

Upon October 1st a card system, which simplifies and facilitates the work, was put into operation. It covers all the work of this bureau, and supersedes the cumbersome method of keeping the records and histories of the children in books.

STATISTICS.

Children proposed for commitment to institutions.....	6,424
Children approved for commitment to institutions.....	2,116
Children actually entering institutions as public charges.	1,472
Reinvestigation of children in institutions.....	5,353
Parents who could not be located.....	3,477
Number of children remaining in institutions as public charges at end of quarter:	
Committed by Department of Public Charities.....	3,702
Committed by courts.....	4,828
Surrendered	2,565
	11,095

MUNICIPAL LODGING HOUSE.

The Municipal Lodging House is a building much too small, and with ceilings too low, for its work. Before the separation of the administration of Bellevue and Allied Hospitals from the other institutions, the oversight of the lodging house was in the hands of the superintendent of Bellevue Hospital. Now it has its own superintendent, who reports to the Commissioner of Charities. The lodging house is a necessary part of the Charities machinery of this city. Many worthy persons are benefited by its shelter.

A number of changes and improvements have been made during the past year, and care has been taken of the buildings. Cleanliness and order prevailed at the visits of the inspector, some of which were made at various hours of the night. A dietary was prepared by the department dietitian, and approved and put into operation early in 1903. This increased the quantities of food formerly served, and is as follows:

Breakfast—Daily:

Oatmeal, 8 oz.; with milk, 4 oz.

Coffee, 16 oz., with milk, 2 oz., and sugar, ½ oz.

Supper—Daily (for men):

Coffee, 16 oz.; with milk, 2 oz.; and sugar, ½ oz.

Bread, 6 oz.

Supper—Daily (for women):

Tea, 16 oz.; with milk, 2 oz.; and sugar, ½ oz.

The building throughout has been painted and many minor repairs made. New flooring has been laid throughout the main floor of the building. The stairway leading from the main hall or dining room has been reversed, bringing it into alignment with the stairway leading from the cellar. An additional connection has been made with the First avenue water main, and an abundant water supply for the needs of the top floor is assured.

There is now better provision for the care of women lodgers. The second floor is set aside for their use. The matron's room has been enlarged, and two rooms partitioned off from the main dormitory have each two beds, furniture and toilet articles. These are for the use of women with children. Two shower baths, screened by rubber curtains to secure privacy, have been installed.

The necessity for fumigating and sterilizing all the wearing apparel of lodgers is imperative, to prevent the spread of contagious disease and for the annihilation of vermin. This is done by placing the clothes in a chamber heated by live steam.

A room on the top floor has been partitioned off from the main dormitory, and furnished with eight beds, enameled wash stands, mirrors, combs and brushes, and lockers provided for clothing. Here are lodged the morgue employes who formerly slept at Bellevue Hospital. A smoking room in the rear of the kitchen is for the use of employes.

A quotation from the report of the superintendent relating to the medical examiner, who is on duty from 6 to 10:30 p. m., will show the importance of this part of the work: "During the past year 48,295 lodgers were inspected by Dr. F. E. Bauer, attached to this institution. Of these, 5,658, or 11½ per cent of the total number, received medical or surgical attention. Of these, 812 cases of communicable diseases, exclusive of parasite diseases, were found. Included were several cases of smallpox and one of leprosy. About 40 per cent of the communicable diseases were venereal. Those suffering from such diseases, who were unable

to obtain private, or unwilling to receive dispensary treatment, were committed by city magistrates to the workhouse as vagrants and then sent to the City Hospital for a sufficient length of time to prevent their being a menace to public health.

With the assistance of the Health Department, who assigned a doctor to this institution each night except during the months of October and November, all lodgers who could not show a recent scar received the benefit of vaccination."

STATISTICS.

Number of lodgers: Men, 40,783; women, 5,486; children two to sixteen years, boys 1,622, girls 404; total, 48,295.

Those in city under one year, 8,312.

Number giving references, 37,852; favorable report, 15,720; reference not found, 4,275; previously investigated, 14,620.

Number given work in department institutions: Lodging House, 10,103; Bellevue, 3,849; Gouverneur Hospital, 11; Harlem Hospital, 13; Fordham Hospital, 10; City Hospital, 8; Randall's Island Asylum and Schools, 126; Bureau of Dependent Children, 163; Twenty-sixth street dock and offices, 124; general drug department, 66.

CITY HOSPITAL.

[Blackwell's Island.]

JOSEPH SCHILLING, *Superintendent.*

Bed capacity, 659. Employes, 106 males, 78 females.

The "City Hospital" is one of the largest public hospitals in the city. Connected with it is a training school for women nurses. Here need exists for improvements, increased facilities, and equipment for properly accomplishing its work. This hospital has been improved both as regards minor repairs and changes, and in new buildings. The placing of metal ceilings and the painting of the wards have continued steadily during the year. This work has been necessarily slow, as only one ward could be vacated at a time. The plaster ceiling had to be removed before the steel could be put on, and when the new ceiling was in place the entire ward was repainted. A further improvement was the conversion of certain side rooms (formerly used by the male

the use of the superintendent and his family. The living rooms of the superintendent are in the center of the main building, upon the second floor, in rooms originally designated for offices or reception rooms. He has four, each 17 by 39 feet, separated by wide halls. They cover in all 2,652 square feet of floor space. These rooms lack closets, and the halls must be left open for passage in event of fire, thus precluding privacy.

STORE HOUSE.

The store house is far too small for the needs of the institution. It is much out of repair. The roof and skylight leak. A new store house should be erected upon the site of the present one, and an operating amphitheatre could be equipped upon an upper floor.

LAUNDRY.

The laundry building is too small. The ironing and sorting rooms in particular do not have sufficient space.

NURSES.

A reorganization of the nursing service took place during the year. Beginning with June 2, 1902, female nurses substituted for male nurses in many of the wards for men.

The various classes in the Training School for Male Nurses will be permitted to furnish their course of study (which includes the hospital nursing practice) and as each class graduates it will be replaced by female nurses. A very appreciable difference is noticable in the appearance, atmosphere and morale of the wards in charge of the female nurses.

The growth of the New York Training School, which supplies nurses to the City, Maternity, Gouverneur, Fordham and Harlem hospitals has been marked. The Nurses' Home has been enlarged by an addition, containing lecture rooms, parlor, and rooms for forty-eight nurses. Pending its completion, the houses Nos. 418 and 420 East Fifty-first street were rented and fitted up for the accommodation of thirty-four nurses. The buildings in use by the Nurses' Home have been painted and repaired, and were clean and in excellent order.

FOOD.

A great improvement was noted in the quality and quantity of the food. A cooler with a capacity of five tons of ice, and to hold 5,000 to 6,000 pounds of meat and other supplies has been erected, and now meat is purchased in quarters and is cut to better advantage than heretofore.

The dietaries for patients and employes have been revised, with the result that a more rational bill of fare is presented. It contains a greater variety than heretofore. A resident dietitian has been appointed. She has supervision of the food supplies and the preparation of all meals, both in the general and diet kitchens, and conducts a course in dietetics in the training classes.

STEWARD.

An experienced steward has been placed in charge of all the supplies, as well as the grounds and buildings, thus relieving the superintendent.

The grounds present an attractive appearance. The buildings throughout were in good order, and all the floors were filled and waxed. The wards in particular, by their cleanliness and order evidenced the discipline and good training the nurses were receiving.

METROPOLITAN HOSPITAL.

[Blackwell's Island.]

WILLIAM B. O'ROURKE, *Superintendent.*

Bed Capacity, 825. Employes, 232.

The interior of the buildings throughout was found to be clean and in good order, and the floors well dressed. The one exception is the quarters occupied by some of the male hospital helpers, which were neither clean nor in order.

The chief improvement in the main building is the relaying of many of the floors, and the equipment of a diet kitchen for the training of nurses in dietetics.

Two new water towers have been added to the main building. On each of the four floors are now tubs, over which are showers, and also flush water closets, slop sinks, and lavatories.

In October, 1901, the Manhattan State Hospital for the Insane vacated two three-story "retreat" buildings, one of stone, the other of brick. On January 31, 1902, a hospital for consumptives was opened in these buildings. The larger one, of stone, accommodates about 325 men. The old woodwork has been removed, the walls painted, and new baseboards put in place. The brick building also was repaired and is used for women patients, accommodating about 100. The phthisis patients from all the public hospitals in Manhattan and the Bronx were removed to these buildings and to tents erected on the grounds.

Another of the buildings vacated by the State has been renovated and will be utilized for convalescents. It will accommodate 150. Here those no longer needing hospital care will be provided for until strong enough to resume their ordinary occupations.

This tuberculosis hospital should be equipped with an ambulance for the convenience of the patients and the transportation of supplies. It should have a solarium for the use of patients in severe weather.

The dietary for the Tuberculosis Infirmary was revised, and a regular diet adopted for the patients and convalescents.

A new X-ray apparatus has been installed and is doing good service in the treatment of special diseases.

The rough composition floors in some of the toilet, operating, and other rooms, particularly the delivery room, should give place to some aseptic style of flooring.

STATISTICS.

Remaining January 1, 1902	427	
Admitted	5,717	
Total number treated		6,144
Discharged	4,628	
Died	775	
		5,403
Remaining December 31st		741

Employes, 232.

METROPOLITAN HOSPITAL TRAINING SCHOOL.

The nursing force consists of the superintendent, 1 assistant, 9 head nurses, and 60 female pupil nurses and 13 male nurses.

The Training School has been reorganized and placed under a Board of Managers, and the superintendency placed in the hands of an experienced trained nurse. The improvement is gratifying. The course of training has been lengthened to conform to that of other hospitals, and excellent results may confidently be expected.

THE ALMSHOUSE.

(New York City Home for Dependent Adults.)

[Blackwell's Island.]

Capacity 2,600. Employes, 92 males, 89 females.

GROUNDS AND BUILDINGS.

The grounds are well laid out and, under the direction of the Steward, men work upon them, repair walks and roads, grade the lawns, and keep the grounds free of litter. The attractiveness of the grounds and the order in which they are kept deserve commendation.

The order and cleanliness of the buildings, which are under the housekeepers, are also commendable. The neatness is more remarkable when it is remembered that a large proportion of the population is of the sick or crippled class, and most of the others are shiftless.

IMPROVEMENTS AND REPAIRS.

The changes, repairs and improvements have been many and important. The south end of the building, known as the South Pavilion, was converted into a Nurses' Home. It has been divided into single rooms, with an assembly room upon the main floor. For the greater comfort of the inmates in the winter the north balconies on the men's barracks, and the south balconies on the women's barracks were enclosed, and radiators installed to heat the solariums thus formed. In the barracks the heating system was changed from the indirect to the direct system.

Sheds have been erected over the stone breakers and the out-door benches, to shield the men from the summer sun and

the rain. The dining rooms have been painted and remodeled, and the tables widened. The inmates at each table now face one another instead of the backs of those at the next table. White crockery is used. New shades are up throughout the buildings. A larger mangle has been added to the laundering equipment. New roofs have been placed upon a number of the pavilions, and a large amount of painting done. One-story wooden shops have been erected for the shoe, broom and mattress making, and for the blacksmith, tin worker, carpenter, painter and engineer.

FOOD AND DIETARY.

The food supplies and dietaries of the almshouse were improved by adding to the variety and quantities for breakfast and supper a half-ounce of butter daily for each inmate, a half-ounce of syrup daily, two ounces of oatmeal or rice on Wednesday and Saturday mornings, and one ounce of prunes or dried apples on Tuesday, Friday and Sunday afternoons. The dinner remains as before except that the quantity has been increased.

The dietary has been prepared by the dietitian. The food stuffs and other supplies are said to be satisfactory and in sufficient quantities, so that the meals served are good. The long distance to which some of the cooked food has to be carried makes it difficult to serve it hot.

HOSPITALS AND NURSING SERVICE.

The general charge of the hospitals and the nursing is in the hands of a trained head nurse. The service here is in the main monotonous, as the majority of the cases are chronic and a large proportion of the patients aged and incurable, but it seems to be faithfully done.

Precautions against fire, and extra appliances for extinguishing it, have been provided.

WATER SUPPLY AND PRESSURE.

The water pressure is inadequate, as the water does not reach the upper floors of the building. The pressure varies from eight to twenty pounds, whereas a pressure of forty pounds should be

constantly maintained. This lack of adequate pressure is responsible for the total destruction of the bakery some time ago, in spite of the efforts of a fire brigade maintained upon the island. The mains, one 6-inch crossing at Sixty-second street, and a 12-inch at Seventy-ninth street, have been laid for many years and doubtless leak. The Water Commission was requested to relay these mains as soon as funds could be obtained. A salt water service might be installed for fire purposes, with the pressure being maintained by a fire pump in the boiler house.

Another need is adequate bathing and toilet facilities for both the men and women. The present toilet houses are equipped with old style plumbing, and although much labor is expended upon them, are difficult to keep clean. The bath houses also are antiquated, and showers should replace them.

BAKERY.

The quality of the bread has been very greatly improved. Heretofore bread has been bought by contract from an outside party for the use of officers of institutions, the medical staff, and others. The quality of bread now manufactured by the department has improved to the extent that it is preferred by many to that which was purchased in the market, and the contract for bread has been discontinued. All officers, employes and inmates now have the same quality of bread.

TEACHING THE BLIND.

As many as possible of the able-bodied blind who reside upon the island are to be taught, and employed in the manufacture of brooms, and in other industries. An instructor was appointed on December 6, 1902, to teach them, and all the brooms used by the department are now manufactured by them under the instructor's supervision.

QUARTERS FOR EMPLOYES.

The four wooden cottages, located at the extreme southern end of the almshouse grounds, have had new plumbing and are entirely renovated. One is set aside for the women hospital

helpers, another for married couples among the inmates, and the other two are residences for the baker, engineer, storekeeper and broom maker.

GENERAL DRUG DEPARTMENT.

When the Department of Charities was reorganized in accordance with the provisions of the Revised Charter for Greater New York, this branch of the department was left under the control of the Commissioner of Charities. It continues, however, to occupy the buildings used by it upon the grounds of Bellevue Hospital.

This storehouse handles all the drugs and hospital supplies used in the institutions under the Charities Department, Bellevue, and allied hospitals, and also in the City Department of Correction. Over 2,000 items in the drug line are carried, besides as many more articles of hospital supplies.

The place of Dr. Charles Rice, whose death was noticed in the last report, was filled from the civil service eligible list upon March 24, 1902, by Wolfram E. Dreyfus, Ph. D. The drug department was reorganized by Dr. Dreyfus, the number of employes decreased by twelve men, six less than formerly, and the apothecaries' mess and sleeping quarters, which had cost the department almost $4,000 annually, were abolished. The salaries have increased slightly in some instances, though less is paid than for similar work in private stores.

The chemical laboratory, which had been little used for some time, was re-opened and new apparatus added. Under the assistant chemist, who assumed charge in July, many tinctures and other compounds are now made. Examinations of food supplies for the purpose of checking adulteration are carried on here.

Money has been saved in this department by the new system of single item bidding, thus allowing every house to bid upon those items it is best able to supply.

The chemist of the department has obtained a ruling from the United States Government enabling the Department of Charities to receive the benefit of tax free alcohol at a saving of about $21,000 per annum. The department is thus placed in a position

to make most pharmaceutical preparations at a less cost than outside manufacturers.

The department is located in cramped quarters, and should be provided for elsewhere.

ASYLUMS, HOSPITALS AND SCHOOLS.

[Randall's Island.]

Mrs. M. C. DUNPHY, *Superintendent.*

The work done at these institutions is always interesting because it has to do with the child, the child in distress, orphaned, sick, crippled, or mentally enfeebled.

The care of the feeble-minded has been centralized during the year past. The children from Brooklyn, Queens, and Richmond, had been sent to the Kings County Hospital. In April, 1902, eighty-eight feeble-minded and idiotic children, who were in charge of the Kings County Hospital, were transferred to Randall's Island, where in the future all mentally defective children from the several boroughs will be cared for. The conditions on Randall's Island are much better, offering both industrial training and outdoor life. Late in the year the hospitals, asylums and schools were reorganized into the following divisions:

1. Infant's Hospital, for the care and treatment of orphan and foundling children under two years of age, and of destitute mothers with babes less than two years old.

2. The Children's Hospital, for the care and treatment of sick and crippled children over two and under fifteen years of age, except the feeble-minded or idiotic.

3. School for Feeble-Minded. This institution includes all the feeble-minded of teachable grade.

4. Custodial Asylum, which cares for all feeble-minded children of an unteachable, or slightly teachable grade.

REPAIRS AND IMPROVEMENTS.

Some painting has been done and minor repairs made. Many of the buildings, both those for the care of inmates and those for the accommodation of the employes are old, and the amount of money available has been too small to more than begin the work.

The plumbing in many is of an old type, and the flooring of the toilet rooms is either of wood or a rough composition, making the maintenance of sanitary conditions at all times extremely difficult.

A new steam heating system has been installed in wards 25 and 28, the Male and Female Surgical and Medical Divisions of Children's Hospital.

Fire-escapes have been placed upon a number of the pavilions by order of the fire and building departments of the city.

A clinical and pathological laboratory has been opened, and a new equipment furnished for the operating room.

A number of new buildings are planned for the Randall's Island hospitals, but work on one only had been begun at the time of inspection, one of two small buildings for isolation. A reception pavilion is contemplated to take the place of the present old building used for that purpose. At present the proper care and quarantining of new arrivals is impossible. A contract for this building was let at $41,565, and one for a gymnasium to cost $17,900. Two new toilet towers will cost $9,996.

APPOINTMENTS.

Early in the year the Deputy Superintendent was removed upon charges and his place filled October 22, 1902. The position of steward is vacant.

Upon March 1st, a supervising nurse was appointed for the Infants' and Children's Hospital, a vacancy having existed in this position for a number of months.

A visiting dentist was appointed February 20, 1902, for Randall's Island. He has agreed to work gratuitously each Saturday forenoon for these children. Heretofore the children, numbering nearly 800, have had no regular dental care. A permanent paid dentist should be appointed, and would no doubt find continual work.

GROUNDS AND BUILDINGS.

The grounds are generally well cared for, though much more work could be done upon them to advantage. They are kept free

from litter, as many of the boys work upon them under the supervision of the gardener. The buildings, without exception, were found to be in an orderly and clean condition.

INFANTS' HOSPITAL.

This building was found in excellent order, clean, and the floors well dressed. The exterior of the building needs painting. In condition and repair it is the best of all the group, but it is by no means used to its fullest capacity. This is the only case of the kind among the public charitable institutions of the city. With a capacity of 225 cribs and 125 beds, (in March, 1898, the census was 483) with two wards 27 by 46 feet, each with bathrooms and toilet, small diet kitchen and nurses' room, and 10 wards, each about 27 by 88 feet in size, having toilet room, diet kitchen and, in some cases, nurses' rooms and large storage closets, only 97 children, 40 nursing mothers and five wet nurses were cared for there upon the day of inspection.

CENSUS.

Infants	97
Regular nurses	14
Hired helpers	7
Nursing mothers	25
Other women	17

There are 58 others besides the above, resident doctors, etc., who obtain their meals in this building.

With some of the children on the island poorly accommodated, a better distribution of the children might be made. Wards which were kept open to accommodate five or six children might be consolidated, as even with the regular crib and bed capacity filled, the wards, with their high ceilings and ample air space, would not be crowded.

QUARANTINE.

Upon April 20, 1902, Ward No. 12, upon the top floor of the Infants' Hospital, was opened as a quarantine for whooping-cough. Wards 14 and 16, one-story pavilions, were formerly used to quarantine cases of measles and whooping-cough. The new ward selected is a most inconvenient one, necessitating the use of the fire-escape in taking the children out of the building for air and exercise.

During the year cases of diphtheria, scarlet fever and measles have been retained upon the island, although in buildings set aside as quarantines for such cases. An examination of the record book of quarantines placed upon various wards shows that for one year following May 23, 1902, upon various wards and buildings there were 123 quarantines for genuine cases and 10 for "not true" cases, as follows: Diphtheria, 32; scarlet fever, 8; measles, 39; German measles, 3; erysipelas, 2; chicken-pox, 14; mumps, 15; whooping-cough, 9; syphilis, 1.

There were 78 contagious cases treated, and 26 died.

Further rooms, wards and buildings, together with the resident children, from which cases of mumps, chicken-pox and whooping-cough have been removed, have been quarantined for the specified time. At the time of the inspector's visit, 45 children were under quarantine in Wards 9 and 10, located upon the third floor of the North Hospital. Although the case had been removed, the children were quarantined, and the whole building known as the Feeble-Minded School, with 67 boys and 34 girls, from which a case of diphtheria had been removed, was also under quarantine. The children were in this building, although there are enclosed yards attached to the building. Close confinement is not healthful, and makes the control of children exceedingly difficult.

Upon April 15, 1903, an order was promulgated that "every case of smallpox, scarlet fever, diphtheria and measles shall also be reported by the house physician without delay to the president of the Medical Board. Pursuant to the above resolution, and until further notice, the president of the Medical Board, unless the condition of the patient is such that in his opinion its transfer would probably be attended with fatal results, shall

request the Department of Health to remove from the island every case of smallpox, scarlet fever and diphtheria; and every case of measles, when the number of the cases of measles or other contagious diseases on the island is such that facilities are inadequate for providing for all the cases of measles."

THE SCHOOLS AND SHOPS.

All teachable children are assembled at certain hours of the day in the schools and industrial classes, where a corps of trained teachers, nearly all of whom have been many years in these schools, have charge.

The industrial classes do practical work in shoe repairing, rug, mat and basket making, and manufacture clothing and tinware. The products are used in the institutions, and effect a considerable saving in the maintenance cost of the children. The girls and eight paid seamstresses make the dresses and underwear for the girls. A manual training teacher was appointed March 1, 1903, and carries on the work begun with the children through the summer months, when ordinary school work ceases and time hangs heavy with the children. Classes are organized in drawing, coloring, clay modeling, paper folding, weaving, pasting, whittling, wood carving, elementary carpentry and Venetian iron work.

FARM AND DAIRY.

On December 20, 1902, Professor C. S. Phelps was appointed at the suggestion of Mr. George T. Powell, director of Briarcliff Manor Agricultural School, as expert advisor in connection with the farm and dairy of this institution. The cows were tested for tuberculosis germs, some were killed, others sold, and 12 new cows of Ayrshire breed purchased. Some changes were suggested in the cow barn. The management of the stable was reorganized and a competent herdsman employed. The barns were found to be clean and in good order. A weekly bacteriological test is made, both of the milk bought by contract and that furnished by the 24 cows.

NEEDS.

An addition should be made to the present shop building and the tin shop be given more room. A crematory is needed to dispose of the refuse and the food scraps not utilized by the swine. An ice chest, sufficiently large to store several carcasses of beef at once, should be provided.

STATISTICS.

There were 324 children with mothers and 218 orphans at the Infants' Hospital during the fiscal year ending September 30, 1903. At the beginning of the period there were 131 inmates, and 721 were admitted during the year, making the total number cared for 852. Of these 101 died, 591 were discharged, and 160 were under care in the hospital September 30, 1903.

One thousand and fifteen children were admitted during the year, and 2,026 were under care in the Children's Hospital, the School for Feeble-Minded and Custodial Asylum. Of these 80 died, 702 were discharged, 91 were transferred and 2 absconded, leaving 1,151 under care at the close of the period. Of these 572 were in the Custodial Asylum and School for Feeble-Minded, of whom 224 were girls and 348 were boys.

Respectfully submitted.

CYRUS C. LATHROP,
Inspector.

REPORT OF VISITATION

OF

Almshouses in the Second Judicial District.

REPORT.

To the State Board of Charities:

The Commissioner from the Second Judicial District begs to present this report on the condition of the almshouses of his district. They have been visited by the Commissioner, and have had regular inspection during the year by Inspector Lathrop. Taken as a whole they are in a fairly satisfactory condition, both as to buildings and grounds and the methods of administration.

IMPROVEMENTS.

Some changes have taken place during the year in the way of improvements, such as

1. The occupation of the new buildings in Dutchess county and the consequent abandonment of the dilapidated structures heretofore used for almshouse purposes in that county. This entirely new almshouse plant marks a great forward step in Dutchess county in the methods of maintaining dependents, and indicates a true appreciation of the obligations imposed upon public officers. There can be no doubt that the new buildings will carry with them new and better methods, and the administration of the institution be required to conform to the highest standard of efficiency by the Board of Supervisors.

2. In Westchester county a new hospital pavilion has been constructed for the segregation of inmates suffering from tuberculosis, and as this is an advance upon former methods of caring for this class of patients, it is worthy of special notice at this time. Five years ago Westchester county erected a hospital building in order that the sick inmates might be removed from the common dormitories, and have special attention in a properly arranged hospital. Into this building all the sick inmates were removed. It was a decided change for the better so far as life in the common dormitories was concerned, and it marked for the sick the

beginning of special care, such as can only be accorded in a hospital devoted solely to the care of the sick. It was found, however, that many of the inmates of the almshouse were suffering from tuberculosis, and as this is a communicable disease it was imperative that other patients should not be put in jeopardy by having to live in wards occupied by such patients. The new hospital pavilion for the segregation of tuberculous patients is due to this fact, and the Westchester County Almshouse is now prepared to protect the other inmates from danger of infection, and at the same time secure to the tuberculous patients better care than they have heretofore enjoyed.

It would be well if all the almshouses, not only in this district but throughout the State, could have similar provision for the isolation of communicable disease, and the Commissioner in making this annual report hopes that the example set by Westchester county may be followed soon by all the others in the district.

3. In the Newburg City Almshouse a new heating system has been installed, and in consequence that institution is better fitted to cope with the rigors of winter, and will hereafter be much more comfortable as well as safer.

4. In other almshouses, notably those of Poughkeepsie city and Kings county, many minor improvements have been made. In fact, there is some work intended for the betterment of the buildings or equipment going on in the latter institution all the time.

The other almshouses, being rural in character, and having comparatively small populations, do not require such constant provision for repairs, but from time to time something is done to offset wear and tear. Rockland county lags behind in the matter of neatness and administration.

ADMINISTRATION.

The Commissioner is glad to report that in most instances the keepers of the almshouses appear to be efficient. Most of them have had long experience in their positions, and have the interests of the inmates at heart. Length of service, giving as it does

opportunity and experience, is valuable, and counties should keep efficient and honest officers in service without regard to their political affiliation. It would be a good thing, therefore, could the civil service tenure apply to the almshouses of this district and of the State. Changes for political reasons are always embarrassing in an institution of this kind, and the qualifications required of a capable almshouse officer are not always the special qualifications of the partisan political worker. Where the public charitable institutions are subject to the mutations of politics, there is always deterioration in the service. The interests of the inmates and of the public are neglected to foster the interests of political parties and promote the fortune of partisans. As the keepers in this district are in most instances efficient, it would be to the public advantage if they could hold their positions as long as capability and the faithful performance of duties are practicable.

DEFECTIVES.

A matter which should not be left unnoticed is the number of inmates in almshouses of this district who belong to the defective classes or who are suffering from particular afflictions which make their presence in the almshouses undesirable. The State has established certain charitable institutions for the care of the special defective classes, and were there room in these it would promote the wellbeing of the ordinary inmates of the almshouses could the defectives be removed to these special institutions.

At the present time, in the almshouses of the second district, excluding the county of Kings, there are 21 blind persons, 25 idiots, 32 epileptics and 91 persons of feeble mind, many of whom would be greatly benefited by treatment in the State charitable institutions. It is a pity that epileptics and idiots ever are compelled to be maintained in almshouses. Their presence is dangerous in a high degree, and it is impossible that they can have there the restraint which they require. The feeble-minded are more easily cared for, but they are a source of danger to the general public and would be much better off in the special institutions than in any almshouse, or even in the care of private homes.

The blind who are beyond school age have no special asylum in the State. They are therefore dependent upon private homes or the almshouses. When blindness takes place in advanced years or as the result of age, the almshouse is probably as good a shelter for those dependent upon the public as any other of the charitable institutions, but for the blind who are in vigorous and mature years, life in the almshouse is not such as they should have. Something better than the almshouse— and in form a State institution—wherein they may have suitable employment is desirable.

TRAMPS.

Owing to the location of the city of New York in relation to the several counties of the Second Judicial District, there is always a large number of tramps roaming about and applying to the several almshouses for temporary entertainment. Long Island is a favorite summer stamping ground for vagabonds of this class, and the counties of Westchester, Dutchess, Orange and Rockland also suffer greatly from the periodic invasion. It seems to the Commissioner that an amendment to the State Poor Law, which would legalize compulsory constructive labor in all the almshouses, or similar forms of compulsory labor in penitentiaries, would do much to solve the tramp problem.

GENERAL NEEDS.

The more pressing requirements of the almshouses of this district are three:

First. Better means of escape in the event of fire. Some of the almshouses are not properly equipped with fire-escapes. For example, although the attention of the authorities of the city of Poughkeepsie, including its fire department, has been cited to the need of fire-escapes upon the almshouse located in that city, the inmates still remain without the means of escape which should be provided. In other almshouses there is a similar lack. No question of economy should be permitted to interfere with proper precautions to safeguard human life, and where the average con-

dition of the inmates is very infirm there is greater need of fire-escapes than where all are robust and active.

Second. Hospital accommodations are also required in some of the almshouses. As has been indicated, there is progress in this direction, and that, too, in a marked degree. Still there is need of improved quarters for the sick in several of the counties, and for the installation of an adequate equipment for the care of those suffering from acute diseases.

Third. Your Commissioner believes that in the maintenance of an almshouse by the public it is intended that the benefits shall be for those only who really are in need of them. For this reason there should be closer scrutiny of all applications for relief, and if able-bodied persons seek to foist themselves upon public support it is the duty of the administrators of public charities to refuse such persons admission. This would in large measure prevent the admission of tramps and able-bodied vagabonds, and make the almshouses what the public intends they shall be—homes for the aged and infirm.

Respectfully submitted.

AUGUSTUS FLOYD,
Commissioner, Second Judicial District.

REPORT

OF

Visitation of Almshouses in the Third Judicial District.

REPORT

OF

Visitation of Almshouses in the Third Judicial District.

REPORT.

To the State Board of Charities:

The undersigned, Commissioner from the Third Judicial District, presents herewith his annual report on the almshouses of the district. No attempt will be made at this time to give a detailed statement concerning each of the institutions. Inspections of these almshouses have been made during the year by Inspectors Lathrop and Rogers. The Commissioner has also visited each of them, and reports that as a rule they give evidence of improvement, and in all cases show the value of oversight and inspection by this Board.

It can be said in a general way that with a single exception the administration of the almshouses of the district has been satisfactory. The boards of supervisors in the several counties seem desirous of complying with the recommendations for improvements made to them from time to time by the State Board of Charities, and as the suggestions of the Board have usually been carried into effect the condition of the buildings is improved, resulting in greater comfort for the inmates.

As the undersigned has said heretofore, in the almshouse equipped, supplied, and maintained in a modern way, the inmates are better housed, fed, clothed, and generally cared for than many of the taxpayers of the county. While this is true, it is a matter of congratulation that modern economical methods enable the public to put into the charitable institutions such conveniences as heating by steam, lighting by electricity, laundering by machinery, shower baths, and hospital facilities, without making the cost too heavy a burden upon the taxpayer who in his own home can not afford these things. These all add to the general comfort, and raise the standard of maintenance, as by their use large numbers of people can be cared for much better in every way and at a much less per capita expense than were these facilities not provided.

FOOD.

So, too, in the matter of food. Throughout the district inspections have shown that the food is as a rule wholesome, in good variety, and ample in quantity. The purchase of large quantities of standard supplies results in reduction of prices, and as all of the institutions have fertile farms, worked by the labor of the inmates, the per capita cost of food is comparatively low.

TRAMPS.

One serious difficulty in this district, as in others wherein large cities are located, is the solution of the tramp problem. Frequently men more or less able in body, and who ought to be able to care for themselves, are maintained at public expense for a longer or shorter time. Although many apparently able-bodied are really infirm, there are many others supported at public expense who should return the public an equivalent for support by their labor. Fortunately the number of tramps seems to be diminishing in this district, and the census of the almshouse inmates shows that there are few now on the rolls who are even within the ages associated with ability to work.

However, I can only repeat that in several of the almshouses contiguous to or within cities, there is marked evidence of a toleration of persons apparently able-bodied and healthy who should not be permitted to be supported in idleness. So, too, committals to county hospitals are freely given to similar persons, who find this an available way of being cared for in idleness and relative comfort.

A well organized system of requiring labor from those who are capable of manual labor would tend to diminish the evil, both in diminishing the number of inmates and of producing some results from the labor.

IMPROVEMENTS.

Since the last report a fire has destroyed the administration building of the Ulster County Almshouse. The board of supervisors have had plans prepared for a new building to take its place, and are also engaged in the consideration of plans which

will provide a more abundant supply of water for the institution. Had the recommendations of the State Board of Charities, which were made repeatedly during the past six years, been complied with, the fire could have been controlled and the building would probably have been saved. The need of a more abundant supply of water for fire protection was pointed out in all the reports of inspection, and copies of these reports were sent to the superintendent of the poor and also to the chairman of the board of supervisors for presentation to that body, but no action was taken to provide more water, and when the time of need arrived the institution was not prepared to cope with the fire. The necessity of a better water supply still continues. The other buildings are in danger, and the precautions taken to prevent the starting of a conflagration cannot be relied upon to prevent accidents, when an abundant supply of water will be required.

In the other almshouses of the district there has been little done in the way of structural additions, although considerable repairs have been made. In Albany county a new system of heating has been installed in the women's dormitory, and painting has brightened the appearance of all the buildings. A new tin roof has also been put on one which for a long time has been in a leaky condition.

The Rensselaer County Almshouse is at last to have a complete steam laundry, and the work of its installation is under way. This institution will also make some other changes which, when completed, will greatly improve conditions in the House of Industry.

FIRE-ESCAPES.

It was fortunate that in the destruction of the administration building of the Ulster County Almshouse no lives were lost, but the complete destruction of the building shows how serious would have been the danger at any other time than that when the fire occurred. This emphasizes the fact that in the other almshouses of the district there should be attention paid to the matter of fire-escapes. It must be borne in mind at all times, that the inmates

are as a rule aged and infirm. The Albany Almshouse is not equipped to provide safety for its inmates should a fire break out, and owing to the age and material of the buildings, a fire would endanger all the inmates of the male dormitories. Fire-escapes of a reliable kind should be constructed, and a new dormitory be erected to take the place of the oldest structure now used for that purpose.

WATER.

All the almshouses located within city limits have ample supply of water. The pressure, for example, in the Albany Almshouse is ample for fire purposes. The same is true of the House of Industry in Troy. In the rural almshouses the matter of water supply should receive attention in order that there may be no lack for protection and household uses.

CARE OF THE SICK.

One of the chief problems in all almshouses is the care of the sick. Several in this district have special hospital arrangements, but even in the city of Albany, which has a separate hospital building with a capacity for sixty-five patients, neither the equipment nor the arrangements are adequate to the needs. The chief defect, however, is in the matter of attendance. All of the almshouses should have competent nurses to look after the sick. Although competent physicians prescribe for the sick in all the counties, the care of the patients is usually left to inmate nurses. These are never reliable and are generally incompetent. In the several counties of the Third Judicial District, attached to the almshouse should be a suitable building well equipped for the care of the sick, and always in charge of competent attendants.

INVESTIGATION.

Since the last annual report of the management of the Ulster County Almshouse, a formal inspection was made by me with the aid of the stenographer of the Board and one of our inspectors. This report was presented to the Board, and formed a basis for

its action, which resulted in the formal investigation made by the Board of Supervisors of Ulster county of the accounts of the almshouse and the methods of administration. At the request of our Board, the Attorney-General designated a representative who attended the hearings, and the Superintendent of the Poor was represented by counsel. A large number of witnesses were examined, and as the result it was agreed that radical changes in the methods of the institution and of the county funds in respect thereto should be adopted. The conditions developed by my report and the investigation following were such that this Board felt justified in calling the attention of the District Attorney of Ulster county to the matter, and he has been requested to bring the same to the attention of the grand jury of that county.

It is regretful to be compelled to admit that the management of the poor funds and the administration of the affairs of the almshouse in Ulster county are, and have been permitted to remain, so unsatisfactory, notwithstanding the fact that repeatedly the attention of the Board of Supervisors has been called to the condition of the almshouse and to the improper and unjustifiable methods which have obtained in the management of the Ulster County Almshouse. A radical change is absolutely necessary, and it is to be hoped that public sentiment in Ulster county will be aroused to a realizing sense of the improper method in which the funds of the county are being expended, and the unsatisfactory way in which its almshouse affairs are conducted.

IN GENERAL.

With the exception of Ulster county, as stated, the condition of the almshouses of the rural counties of the district is satisfactory, and the intelligent and faithful administration of the superintendent is to be commended.

Respectfully submitted,

SIMON W. ROSENDALE,

Commissioner, Third Judicial District

REPORT

OF

Visitation of Almshouses in the Fourth Judicial District.

REPORT.

To the State Board of Charities:

The Commissioner from the Fourth Judicial District presents his annual report upon the almshouses in his district. These institutions have been visited by the Commissioner during the year, accompanied by the Superintendent of State and Alien Poor. In addition they have been inspected by the two inspectors of almshouses and their condition carefully noted.

IMPROVEMENTS.

During the year little has been done in the way of new structural work in this district, but in all the almshouses many repairs of a minor character have been made. In St. Lawrence county painting, necessary carpenter work and some rearrangement of the dormitories have added to the general appearance and comfort. In Washington and Warren counties the almshouses have received attention in the way of ordinary repairs, as has been the case also with the almshouse of Clinton county. The supervisors of Essex county made no special appropriations for improvements, but out of the ordinary maintenance fund some minor repairs were made to keep the institution in good condition.

SCHENECTADY COUNTY.

The inmates of the old almshouse of Schenectady county were transferred during the year to the admirable group of new buildings which now constitute the Schenectady county institution. These buildings have been described fully heretofore, but now that they are in service the great contrast which they make to the former buildings is a matter of remark every day. In no other county of the State probably is there a more conveniently arranged group of almshouse buildings. It was planned to have

capacity for the care of an average population of two hundred and fifty persons, but there is room to comfortably accommodate at least three hundred. It has separate hospital buildings for men and women, both, however, connected with the main group by corridors. The only thing to be regretted in connection with the new almshouse and its conveniences is that the county did not locate the institution upon a suitable farm.

OTHER COUNTIES.

In Saratoga county, since the occupation of the new hospital, no special improvement has been made, but the group of buildings are maintained in excellent condition. The almshouse of Clinton county is undergoing renovation. In time this county will do well if it follow the example set by Schenectady, for the alterations and repairs which are to be made in the present almshouse buildings will only accentuate the necessity for buildings of a modern type.

There only remains to speak of the almshouses in Franklin, Fulton and Montgomery counties. The almshouses of the two latter counties are new, having been erected within a very few years, hence no additions have been made or are necessary, as they are well maintained. The Franklin county almshouse continues substantially as heretofore, some ordinary repairs being made from time to time. It possesses one of the best tracts of farm land attached to any almshouse in the district, and the inmates, by their work on the farm, add considerably to the fund for maintenance as well as to the table.

CARE OF THE SICK.

The separate hospital buildings maintained by Saratoga and Schenectady counties in connection with their almshouses give the assurance of excellent care for those stricken with disease. In the other almshouses medical attention is promptly given to sick inmates, but the facilities are not as a rule satisfactory. Nothing can well take the place of a building properly equipped for hospital purposes. Even when there are isolated wards in

the general dormitory building the noise of inmates moving about is irritating to the sick and, as is the case in some of the almshouses, when the sick are compelled to lie in beds in the common dormitories, surrounded by inmates who are not sick, there is always a tendency to excitement which cannot but prove injurious to the patient. It would be well, therefore, if connected with each county almshouse there were a separate building fitted up for the care of the sick.

NURSES.

In addition to this there ought to be in every almshouse, competent nurses whose whole time could be given to looking after the patients. Many sick persons are unintentionally neglected. The number of helpers employed in the almshouses are generally few, and these have so many duties to perform that the sick are sometimes left without attention for several hours. For this reason a nurse, devoting her entire time to the care of the sick, is a necessary member of the almshouse staff.

FIRE-ESCAPES.

Your Commissioner has repeatedly called attention to the need of fire-escapes upon public institutions of this character. There may be two or even more entrances and exits to dormitory buildings, but no such building can be considered equipped for the emergency of fire unless there be attached to it a certain outside fire-escape. Fire spreads with great rapidity in buildings, and stairways are frequently cut off altogether immediately after the starting of a fire. Then, too, smoke filling the halls confuses the inmates and they find difficulty in descending stairways up which smoke is pouring. For this reason there should be fire-escapes easily available from each dormitory.

WATER.

In addition to this precaution there is also necessity that the supply of water be ample. A pail of water applied at the right moment may put out an incipient conflagration. Neglected for

a few moments, it may get beyond control. The use of the fire bucket is a wise precaution, and with standpipes having hose attached and in readiness, and also chemical extinguishers and fire apparatus in the neighborhood of the buildings, proper precautions are taken.

SANITATION.

It ought to go without question that the water supply should be large, not only for its usefulness in the event of fire but because the health of the institution is dependent upon an abundance of water for household purposes. In most of the almshouses of this district the water is of excellent quality and in fairly large supply. In some, however, the quality is not of the best nor is the supply abundant. There should be ample water to flush out the drains frequently, to keep the sewers free from clogging, to flush closets, and to permit free use under the showers in the bathrooms. With these precautions the general health of the almshouse may be secured.

BATHS.

The shower bath is an efficient auxiliary in the effort to preserve health. It is more efficient than the tub for most persons, and from a hygienic standpoint there can be no comparison, as it eliminates entirely the possibility of disease through infection or the contact of tub surfaces. The shower bath should be installed in all institutions intended for the care of dependents. It is no more expensive than the tubs, and never gets into the unsightly condition in which many of the latter are found.

FOOD.

It may be safely affirmed that in the Fourth Judicial District the inmates of almshouses are well fed. Most of the institutions are located upon farms which furnish sufficient vegetables of various kinds to supply the table during the year. The cooking of the food and its service on the table is not always satisfactory. The tendency to serve rapidly, with little regard to the appear-

ance of the table, is due to the employment of inmates as cooks and waiters. So, too, in the matter of cooking. When inmates are employed as cooks, they are usually unskilled in the art, and confine themselves to boiling and stewing. A good cook will save his wages in an institution by avoiding wastes, and will promote contentment by the variety of ways in which he will prepare the food for the table.

ADMINISTRATION.

Few changes have taken place in the administrative officers of the almshouses of this district during the year. Tenure of service during efficiency and good behavior should be the rule in institutions of this character, but unfortunately the exigencies of partisan politics cause changes to be made. This rule of partisanship should be more honored in the breach than in the observance, and the principle of the civil service law be applied to almshouse officials throughout the State. There is no reason why a good officer, rendering efficient service to the people, should be turned out of his office because party control has changed. More than in any other department of public service, the people should be interested in maintaining charitable institutions free from partisan control, not only for economic reasons, which are determined by efficiency and faithful service, but because of the moral effect upon the community itself.

Your Commissioner is glad to report that the general condition of the almshouses and the service of the administrative officers have been satisfactory during the year. There is room for improvement, but your Commissioner believes that the tendency throughout the entire district is toward it.

Respectfully submitted,

NEWTON ALDRICH,

Commissioner, Fourth Judicial District.

REPORT

OF

Visitation of Almshouses in the Fifth Judicial District.

REPORT.

To the State Board of Charities:

The usual visitations of the almshouses of the Fifth Judicial District were made during the year by the Commissioner of the district, in company with the Superintendent of State and Alien Poor, besides which all the almshouses were regularly inspected by the Board's inspectors.

IN MEMORIAM.

Since the last annual report one of the oldest county superintendents of the poor in point of service has been called to his eternal rest. John R. Washburn at the time of his death had been county superintendent of the poor for Jefferson county nineteen consecutive years. He was an excellent and efficient officer, and in his responsible position combined good administrative ability with a kind and sympathetic heart and sterling integrity. During his administration the almshouse of Jefferson county remained in satisfactory condition, and the best interests of the poor, as well as the interests of the taxpayers, were safeguarded.

IMPROVEMENTS.

Many changes and improvements have been made in the almshouses of this district. Boards of supervisors and administrative officers have undertaken to make the condition of the institutions as satisfactory as possible, and the various suggestions of the State Board of Charities have been adopted to a gratifying degree. The maintenance of the dependent poor in this district is now provided for in comfortable, sanitary, and safe buildings. More modern conditions prevail, although these have been secured with due regard to economy. Considerable appropriations have been made by the county boards of supervisors, but the improved equip-

ment is a direct compensation for all expenditures required to improve the almshouses. While the per capita cost of maintenance continues as heretofore, the intelligent consideration of the actual requirements of charitable institutions has in every case resulted in an increase rather than a decrease of the maintenance appropriations.

For the present condition and future prospects of these institutions the several counties are indebted to the suggestions of the State Board of Charities, which has exercised its vested powers in a helpful spirit, and directed attention to those matters which required correction. Good is accomplished by the critical examinations which are made from time to time by the inspectors of the Board. Public attention is directed to the things which need change, and the spirit of emulation is awakened by the knowledge of the fact that the inspectors can compare the several almshouses of the State.

The chief improvements of the year are those which pertain to greater safety from the dangers of fire, and better provision for the needs of the sick. In these two matters progress is being made, and it is hoped that before long it may be said of every almshouse in the district that its inmates will be safe in the event of fire, and have proper quarters as well as prompt and careful attention in the event of sickness.

SOME GENERAL REQUIREMENTS.

1. Fire-Escapes.

The two matters spoken of constitute the most important of the general needs. In five of the counties the absence of fire-escapes or the presence of those which are dangerous, is a grave matter of concern. Many institutions throughout the United States take fire in the course of the year. It is not to be expected that the public institutions of this district will be always able to prevent an outbreak of fire, but there is no reason why in such an emergency the safety of the inmates can not be secured. One almshouse in this district has a form of fire-escape which is safe, certain, and always available. The flimsy iron ladders placed

upon the largest almshouse in the district are unsuitable for the use of infirm people, and it is also a question whether the frail ladder escape upon the Oneida County Almshouse would bear the weight of a number of people endeavoring to use it at the same moment. The Oswego City Almshouse, with its tubular escape, seems, with ordinary vigilance, to have settled the problem of escape in the event of fire. Your Commissioner believes that the added expense of a safe and ready fire-escape should not be allowed to sway unfavorably the judgment of boards of supervisors, for in the precautions to save life the truest economy is that which makes the best obtainable provisions.

2. *Care of the Sick.*

In the matter of hospital facilities a great deal remains to be done in this district before the provisions for the care of the sick can be deemed adequate. In not to exceed three of the counties can it be said there are ample facilities provided for the proper care of the sick. The large and handsome hospital connected with the Onondaga County Almshouse is a credit to the intelligent and liberal board of supervisors who provided it for the needy sick. It were well if all the other counties in the district could have a separate building.

In Lewis county there is ample hospital space available, which only requires to be properly equipped to solve the problem of the care of the sick. The large and commodious almshouse of the city of Oswego has also ample space for the care of its sick. The other almshouses throughout the district should each be equipped with separate buildings arranged according to modern ideas, and have for their sick a competent staff of nurses and medical attendants. Until this is done the general hospital facilities will be incomplete, for the almshouse is a shelter and home for the feeble and aged, and among this class there are always very many who have chronic ailments which require infirmary treatment.

3. *Hygiene.*

Another need is directly associated with the sanitary condition of the institutions. The shower bath has come to be recognized as the only safe means for industrial use. The danger of disease through contact is eliminated, and the greater ease with which the infirm can be bathed regularly is of decided value as a consideration where very many must be washed at regular intervals. The counties of Lewis, Jefferson, Oneida, Onondaga and Oswego have installed shower baths; the others still rely upon the tub. For sanitary reasons, if for no others, all the counties should follow the example set by the counties named, and install an equipment of shower baths. Although the Oneida County Almshouse has shower baths, changes are needed to render them adequate and satisfactory.

4. *Laundering.*

Another need in the almshouses of this district is better facilities for laundering. Only two almshouses have satisfactory laundries. Four institutions have steam apparatus, but it is incomplete, and generally poorly located. The others have no satisfactory arrangements and need such an equipment as will enable the institution to care properly for the large weekly washings.

Still another matter is associated directly with laundries, but has also to do with the safety of the inmates. The power, lighting and laundry plants should be properly located. The placing of steam boilers and explosive compounds, as well as gas generators, in the basements of buildings occupied by large numbers of people constitutes a menace to their safety. All of this kind of equipment should be in separate detached buildings, where in the event of an explosion little damage could possibly be done.

5. *Screens.*

Attention was called in the last annual report to the general need of screens for doors and windows. The almshouses have made no advance in this direction, but it is hoped that before long those in charge will see the necessity for screens. As flies

communicate disease by carrying germs from place to place, it is expedient to shut out as many as possible, as well as other insects. This the screens on doors and windows will accomplish in large measure.

TRAMPS AND VAGRANTS.

The custom of receiving tramps into the almshouses for temporary lodging and care still obtains in this district, but there is a strong sentiment against the use of almshouses for this purpose. The establishment of the Municipal Lodging House in Syracuse has relieved the Onondaga County Almshouse of the transient care of very many men who formerly were entertained over night. In the other counties some tramps are still received and lodged. Occasionally a justice of the peace or a county judge sentences inebriates or tramps to the care of the almshouse, which is a great mistake and an injustice to the ordinary inmates who are there through infirmities or misfortune. Work should be exacted from all vagabonds in return for food and shelter, and each almshouse be legally authorized to exact payment in work of some kind for the expenses incurred in the maintenance of tramps.

FOOD.

There is seldom complaint among the inmates about the character of the food which is served, for it usually is of good quality and fairly well prepared. The gravest criticism upon it concerns the varieties allowed and the preparation in the kitchen. During the summer, when gardens are yielding vegetables in plentiful supply, the dietary is satisfactory, but after the growing season has passed there is great monotony in the meals. The lack of variety could be avoided if greater attention were paid to the raising of vegetables for winter use.

The preparation of food requires competent cooks, but all the almshouses do not have such. Occasionally an almshouse depends upon one or two of its inmates to prepare the meals, and when this is done there is always not only complaint from the inmates,

but a serious waste of food which would more than pay the wages of a competent cook.

IN GENERAL.

To sum up, it may be said that in the Fifth Judicial District there is a constant tendency toward betterment. In some counties the progressive movement is much more rapid than in others, but in all there is a gradual uplifting which in time will bring about such changes as are required to put the almshouses of the district upon as high a plane as that now occupied by the best institutions in the State of New York.

Respectfully submitted,

DENNIS McCARTHY,

Commissioner, Fifth Judicial District.

REPORT

OF

Visitations of Almshouses in the Sixth Judicial District.

REPORT.

To the State Board of Charities:

The Sixth Judicial District comprises the counties of Broome, Chemung, Chenango, Cortland, Delaware, Madison, Otsego, Schuyler, Tioga and Tompkins. All of these counties have almshouses for the maintenance and care of the dependent poor except Schuyler.

During the year these almshouses have been visited and inspected by the Inspectors of Almshouses, and some of them have been visited by the Commissioner for the district. In presenting a report upon the present condition of these institutions it is to be borne in mind that the population of the Sixth Judicial District is largely rural. Although there are many thriving cities and towns within the district, some of the most thriving agricultural communities in the State of New York are to be found within its borders.

The provision made for the dependent poor is influenced greatly by the general condition of the people, and therefore the almshouses of the district are usually located on farms which contribute towards defraying the cost of maintenance. It may be said in a general way that the several counties make fair provision for the needs of public dependents in the almshouses. Although many of the buildings are old, the poor find good quarters, are given wholesome food, medical care, and such other attention as their condition requires.

SCHUYLER COUNTY.

As has been stated, the county of Schuyler has no almshouse. It sends its poor to private homes and in these, under contract, the dependents are maintained. It has been pointed out repeatedly that this contract system is not a desirable one. The

tendency is to place the public dependents in unsuitable homes. The amount paid for the maintenance of the dependent poor person is so small that the contractor finds little profit unless he deprives the dependent of comforts which the public believes necessary.

In some instances idiots and epileptics have been boarded out under shocking conditions. There is always an opportunity for abuse where supervision is not constant, and by public officers. There can be no safety assured for the defective class while the contract system of caring for public dependents continues.

Your Commissioner recommends that the Supervisors of Schuyler county be urged to establish a county almshouse immediately. He believes that it will prove an advantage to the county, not only on the grounds of morality, decency and comfort, but also because it will prove in the end a more economical method of providing for the needs of the poor. All that has been said heretofore of the evils of the contract system is justified by the present conditions, and it will be to the credit of the Supervisors of Schuyler county if they take action and fall into line with the other counties of the State in the methods of caring for public dependents.

IMPROVEMENTS.

In the matter of improvements not much has been done during the year to the almshouses of the district. In recent years many changes and betterments have been made, but action on the part of the Boards of Supervisors in the several counties, looking to additional changes suggested by the State Board of Charities, has been delayed so far as the necessary appropriations are concerned. It is fortunate that the almshouses are as a rule comfortable, and that the delay in making improvements has not worked any serious injury to the inmates.

BROOME COUNTY.

About $15,000 were expended on the Broome County Almshouse during the preceding year, and the erection of the two-story brick building containing the general kitchen and dining-rooms has

put that institution in fairly satisfactory condition. Fire-escapes are needed, and a system of shower baths, together with other equipments which may be provided for shortly.

CHEMUNG COUNTY.

In Chemung county the brick administration building and the one devoted to work and service are new. The chief deficiencies in this almshouse are in shower baths, a steam laundry, water, and protection against fire. In the matter of water the supervisors have provided for some increase in the storage capacity.

CHENANGO COUNTY.

The Chenango County Almshouse needs fire-escapes, extinguishers and shower baths. Recent improvements have equipped this institution satisfactorily except in these particulars.

CORTLAND COUNTY.

The Cortland County Almshouse has had no improvements recently, and many repairs are needed in the building. The most important need is in the line of fire protection. There should be a fast-working pump, and enlargement of the service pipes from the reservoir, that the institution may have an ample water supply for all contingencies. Standpipes and attached hose are needed in the residence buildings, and the almshouse should have a supply of good chemical fire extinguishers. Outside fire-escapes are also needed.

DELAWARE COUNTY.

Delaware County Almshouse continues to be maintained in a creditable manner. The buildings are kept in good order, and it is now proposed to add to the hygienic equipment a steam laundry.

MADISON COUNTY.

In Madison county the almshouse at Eaton has had some repairs during the year, but still there is need of a steam laundry, shower baths and fire-escapes. Otherwise it is in good condition.

OTSEGO COUNTY.

The Otsego County Almshouse is an old building erected in 1826, with later detached frame additions. This almshouse is no longer equal to the demands made upon it. There should be either a new almshouse or such modifications of the present buildings, and additions thereto, as will provide ample room and sufficient equipment to take care of the county poor in a satisfactory manner. Fire-escapes, shower baths, and a steam laundry are also needed.

TIOGA COUNTY.

The Tioga County Almshouse has been removed from the old, dilapidated buildings to better buildings upon the same farm, and to more sanitary conditions. In the buildings now occupied the equipment is modern in type although not complete.

TOMPKINS COUNTY.

The Tompkins County Almshouse has been kept in good repair, but the health of the inmates of the institution and the safety of the buildings have been threatened through failure of the storage tanks containing the water supply. There is need of a steam laundry, and also of shower baths, and the general health will be improved by the removal of the horse barn.

This general review serves to show that the improvements needed in the district are chiefly along the lines of protection against fire, and in the betterment of hygienic facilities. It is unfortunate that there should be any deficiency in either of these essentials, both involving the safety of the inmate population, one touching their security in the event of fire, the other their general health. As the inmates of the institution are usually infirm and aged, they cannot be relied upon to save themselves unaided, in the event of fire, by the use of the ordinary stairs. The smoke may render the stairways useless. Outside fire-escapes of satisfactory construction will give an opportunity to get the inmates out even after escape by the stairways has been cut off.

The shower bath and the steam laundry are essential features in the modern equipment of an institution. Both are necessary

to proper hygiene, and the older forms of equipment are neither as satisfactory nor as easy of operation.

INMATES.

As was said in the report last year, there are many inmates in the almshouses of this district who belong to the defective classes. In Chemung County Almshouse, for example, there is a large number of the idiotic and feeble-minded class. It would be well for the counties if the State would enlarge its provisions for the care of the defective classes, increasing the capacity of the institutions at Rome and Syracuse, as well as making further provision for epileptics at Craig Colony. The counties are under a heavy expense for the maintenance of persons of the classes for whom the State has created institutions, but as these asylums are full, the counties are compelled to pay large sums to private institutions for their care, or else are compelled to retain them in the almshouses where their presence is a constant danger to others.

TRAMPS AND VAGRANTS.

In this district tramps are sometimes taken into the almshouses as temporary inmates, except in the county of Chenango. The presence of vagabonds usually is followed by the discovery of vermin, and sometimes contagious disease. The custom of receiving inmates of this character is pernicious. Most of the tramps belong to the criminal class, and should be dealt with in workhouses and penitentiaries.

All inmates of an almshouse, to the extent of their ability, should labor. This rule, if enforced, would have a tendency to keep away hobos and tramps. It would serve a double purpose, adding somewhat to the income of the institution, and deterring the lazy and worthless from making application for relief.

FOOD.

In the almshouses of the district the food is usually of good quality and served in liberal allowance. Sometimes the variety and the preparation could be improved. The supply of milk and

butter is inadequate in some of the institutions because they do not maintain a sufficient herd of cattle.

DISCIPLINE.

In general the administration and discipline have been satisfactory throughout the year. In one county, however, Otsego, serious complaints have been made of one of the employes. His conduct is under investigation by the District Attorney. The employment of competent and satisfactory helpers is essential to the welfare of the inmates, for the aged, the infirm, and other inmates deserve, and should receive, kindly treatment. As a rule the attendants are kind and considerate, and as a consequence the inmates are contented.

Some changes have been made in the roster of employes, and doubtless the approaching general election will cause others in the administrative staffs, but as a rule the employes are of long service and experience.

Respectfully submitted,

RALPH W. THOMAS,

Commissioner, Sixth Judicial District.

REPORT

OF

Visitation of Almshouses in the Seventh Judicial District.

REPORT.

To the State Board of Charities:

The Commissioner from the Seventh Judicial District, which comprises the counties of Cayuga, Livingston, Monroe, Ontario, Seneca, Steuben, Wayne and Yates, submits his annual report for the fiscal year ending September 30, 1903, upon the condition of the almshouses of the district.

The several almshouses were duly visited and inspected by the officers of the Board, and as a result of such visitation and inspection the Commissioner takes pleasure in reporting that their general condition is satisfactory. A steady advance along the lines of more complete equipment and more satisfactory administration is going on. Various changes have been made in the institutions, but all indicate a purpose upon the part of supervisors, superintendents, and other officials, to make the almshouses as satisfactory as possible and to embody in them the suggestions of the State Board of Charities.

IMPROVEMENTS.

In nearly all the almshouses of this district the buildings are old and require many alterations before they can be said to fully conform to the standard. In some of the counties defects in the buildings have been remedied, and important additions have been made in other counties, to the almshouse groups. The several boards of supervisors have made more or less liberal appropriations, and seem to recognize the duty imposed upon them to provide the best modern equipments for the almshouses. Enlightened public sentiment demands satisfactory provision for the dependents of the public and will tolerate nothing less. Hence in the district the improvements are of a substantial character and, as a rule, in the line of those things which have been proven most satisfactory.

The tendency in some of the counties has, in the past, been to unduly restrict expenditures for almshouse purposes, but this tendency is being overcome and a more liberal spirit prevails. In consequence Monroe county has a new building for hospital purposes, and Seneca, Ontario, Steuben, and Wayne counties have added to their equipment some things greatly needed heretofore. The necessity for better hospital facilities has been recognized, and it is anticipated these will be provided for each almshouse in the near future.

The addition of the hospital building in Monroe county permits a better classification of all the inmates of the almshouse, and enables proper care to be given to the large number of persons who need medical attention.

Throughout the district it is clearly recognized that the policy of associating sick inmates with those who are comparatively well is unwise. Aged inmates do not necessarily require hospital treatment, but when the aged and infirm are kept in constant association with those suffering from diseases of an acute nature in the ordinary dormitory, there is apt to be a lessening of the mental power to resist disease, and the entire dormitory may become a hospital ward. The infirmities of old age require cheerful, inspiring surroundings. The sick need quiet and isolation to a considerable degree. A properly appointed hospital is therefore a necessity in every almshouse group, and until such hospital is provided the group remains incomplete. As stated before, the need of such a hospital is being recognized, and in four counties of the district the supervisors have provided separated buildings.

FIRE-ESCAPES.

Another improvement which is always necessary is protection against the dangers of fire. No matter how well guarded an almshouse may be, there is always a possibility of a fire breaking out, and because of the infirm character of the inmates the special provisions for their safety should be ample. The excitement incident to a fire is usually so great as to unfit inmates of these institutions to secure unaided their escape from the danger. Hence the provision of fire-escapes should be accessible,

and ample enough to give all inmates an opportunity for their use within a very short space of time. The ordinary ladder fire-escapes do not assure this measure of safety. Fortunately the recommendations of the Board in the matter of safe fire-escapes for the almshouses of this district are receiving attention.

WATER.

Increased water supply has been frequently recommended, for the double purpose of use in case of fire and to promote hygiene. Seneca, Ontario, and Wayne counties have had the question of an increase of their water supplies under consideration. Fires in some of the buildings of the almshouses of Wayne and Ontario counties have emphasized the importance of this increase. It is hoped that the lessons taught by these fires will result in an ample provision of water for all emergencies. In several of the counties the supply was almost exhausted during the past year, and the health of the inmates as well as the sanitary condition of the institutions suffered.

ABLE BODIED.

Many able-bodied persons apply for temporary relief to the county superintendents of the poor or local overseers. Some of these persons are deserving applicants who have been unfortunate and apply for assistance to reach home or friends. Others, however, belong to the class of professional vagabonds. They tramp from place to place, expecting to secure shelter and food, either by begging or application to the almshouse. Some even become permanently enrolled as inmates and then always prove a source of demoralization. In large cities, like Rochester, living is comparatively easy to such as choose to depend upon mendicancy. During the warm weather the streets furnish opportunities for "pan handling," and when winter comes the various almshouses give opportunity for shelter. A more rigid scrutiny of all applicants should be made.

A careful examination of the present population of the almshouses of this district would show the presence of many persons who should be able to earn their own living. The enactment of

a law providing for enforced labor, under suitable conditions, for these able-bodied applicants for public relief would doubtless help solve the tramp problem.

ALIENS.

A careful examination of the records of inmates in the almshouses of the district proves that while there are many persons of foreign birth, there are no deportable aliens maintained longer than is necessary to permit the legal steps to be taken for their removal. The Immigration Laws of the United States provide that aliens, under specified conditions, may be deported at the expense of the government, or of the steamship bringing them to this country if the aliens become inmates of public charitable institutions within three years of arrival, providing the cause of dependence *antedates* their landing. After the expiration of the three years period, if aliens apply for relief and are adjudged poor persons within the meaning of the law, they can only be deported with their own consent, and this is not always obtainable. However, it is a satisfaction to be able to state that there are at present no deportable aliens maintained in our almshouses, but such persons are liable to be received at any time for shelter, under the provisions of chapter 225 of the Laws of 1896, and be maintained until inquiry can be made by the Department of State and Alien Poor. There are, however, a number of inmates of foreign birth, but these have lived so long in this country that they are entitled to public relief under the Poor Law.

THE DEFECTIVE CLASS.

Idiots and the feeble-minded class are difficult of control in an almshouse. The former are constantly subjected to tricks and taunts, and are easily provoked into dangerous passion. The latter are troubled in many ways by depraved inmates, and the danger of carnal abuse is always great for this class. These irresponsible defectives are present in considerable numbers in the almshouses of this district, but, owing to the fact that the State institutions are filled, the counties are compelled either to maintain them in the almshouses or send them to institutions

under private control, where the expense of maintenance is heavy and the conditions not as good as in the special State charitable institutions for the feeble-minded.

The same thing is true of the epileptics. These are more dangerous in an almshouse than the idiotic. The progress of their disease frequently induces maniacal outbreaks, during which life is endangered. The ordinary equipment of an almshouse does not permit of such restraint as is absolutely necessary at such times. The growth of Craig Colony has provided place for very many persons of this class, but there are still a large number in the almshouses, who at an early period should be placed in the Colony. Besides these, many epileptics remain with relatives and friends, unable to secure admission to the Colony. Provision should be made for these also.

DIET.

Most of the almshouses in this district are located in the country and have large farms upon which vegetables of all kinds are raised. The diet therefore is generally suitable and varied with the season. This is as it should be. Men and women in good health, engaged in an active life, provide for themselves such changes in diet as are necessary. The infirm, the sick, and the defectives in our institutions must depend upon the plans of others, but when they are given an abundance of seasonable vegetables with sufficient meats and other foods they have fairly satisfactory diet. Sometimes there is complaint, but it is generally upon the score of quantity rather than variety. Observation has shown that in the almshouses of this district the inmates are usually furnished more food than they can well dispose of, so that complaints are generally without foundation.

COOKING AND TABLE SERVICE.

The cooking and service of food are not always satisfactory. In some institutions inmate cooks are still employed, and these as a rule are not competent to prepare the food properly. It is more economical to hire good, able-bodied, temperate cooks

than to depend upon inmate labor. The prevention of waste will often more than pay the wages of the cook.

IN GENERAL.

The administrative officers of the several almshouses are usually men of long experience, and as a result the general condition of the almshouses is satisfactory. Few changes have taken place during the year, and these were due to retirement at expiration of term. It would be more satisfactory if the civil service rule of employment during efficiency and good behavior could obtain in the management of almshouses. This would assure the retention of those to whom experience gives added value as public servants, as the improvement of our almshouses is mainly an outgrowth of experience, which tends to promote emulation and quicken zeal. A large measure of praise is due to the keepers, matrons, and others in charge of the several almshouses of the Seventh Judicial District for their efforts, which have contributed greatly to improve conditions and promote the welfare of the inmates.

Respectfully submitted,

ENOCH V. STODDARD, M. D.,

Commissioner, Seventh Judicial District.

REPORT

OF

Visitation of Almshouses in the Eighth Judicial District.

REPORT.

To the State Board of Charities:

The usual inspections and visitations of the almshouses of the Eighth Judicial District were made during the year, and reports of such investigations were filed with the Board and copies later transmitted to the several boards of supervisors. These indicate that some important improvements have been undertaken since the last annual report, and that in all the counties there is a general progressive tendency. A brief review of each institution will show the manifestations of this tendency.

ERIE COUNTY.

The almshouse of Erie county is the third largest in the State. It occupies an exceedingly important position as the State almshouse located at the western gate. Its needs have received attention during the year, at the hands of the Supervisors. They made provisions for repairs and betterments.

A large barn attached to the institution was burned in the early part of the year, and since its destruction a new structure has been erected. The wards and dormitories of the almshouse were all repaired and painted, and the several outbuildings cleaned and made as serviceable as possible.

The Erie County Hospital, which is an important annex of the almshouse, was also renovated, paint liberally applied throughout, and repairs made to floors, roof, windows, and other parts of the several buildings comprising the hospital group.

GENESEE COUNTY.

In Genesee county the almshouse has been remodeled. The old buildings were repaired as far as possible, and changed so as to fit them into the modern almshouse group which the

county desired. In addition to this work, other buildings were erected, and Genesee county has now a well arranged and equipped almshouse. Outside iron fire-escapes should, however, be put on the men's and women's buildings.

ORLEANS COUNTY.

The Orleans County Almshouse has also been remodeled to some extent. The changes made in the principal building had in view the removal of the sick to a special hospital, and the opening of the quarters formerly occupied by the patients to other inmates, thus doing away with crowding. A new hospital building, well arranged, upon plans approved by the State Board of Charities, has been erected adjacent to the main building, and a good equipment installed. Hereafter the sick will have such quarters and attention as they need, but which they could not receive under former conditions.

WYOMING COUNTY.

The almshouse has had no additions made during the year, but repairs have kept it up to the standard of efficiency, and the general work has been conducted as heretofore.

Fire-escapes, during the past year, were put in the men's ward. Outside fire-escapes on the women's ward would be an additional factor of safety, and should be installed.

It appears to be the practice to keep one of the exit doors in the women's ward locked. If this is considered an essential point, a greater degree of safety would be insured if the key were hung up either inside or outside the building near the door in such a way that it would be accessible to an assistant but not to the inmates.

Two additional exits from the second floor of the assembly hall could easily be constructed and are recommended, as at the present time the assembly hall might easily become a fire-trap.

CHAUTAUQUA COUNTY.

Chautauqua County Almshouse has had several improvements made, all intended for the better accommodation of the sick.

This institution is the largest almshouse in the southwestern section of the State, and the Supervisors have felt a just pride in the way its affairs have been administered. They have made liberal appropriations for the improvements needed from time to time, and that it is in such good condition and so well equipped is due to their interest.

The only important improvement that could be suggested would be outside fire-escapes on each end of the hospital building.

CATTARAUGUS COUNTY.

The Cattaraugus County Almshouse has had some repairs and minor improvements made to it during the year. It is intended that such changes in the buildings as may be necessary for the better accommodation of the inmates and supervision of the work shall be made in the near future. In the meantime, conditions remain as heretofore, with no administrative changes since last report.

NIAGARA COUNTY.

The Niagara County Almshouse may be said to be at a standstill. It has had no additions during the year, and, except in the matter of minor repairs, is in the same condition as at the time of the last report.

The main buildings are substantial, but should be completely renovated. New floors should be put in, the walls and ceilings be replastered, and modern plumbing installed in all bathrooms and closets. These changes are considered imperatively necessary, and should be made without delay, as the physical conditions prevailing at present in this institution are far from satisfactory.

The hospital equipment in this institution is new and apparently adequate, but maintenance appears to be inadequate.

ALLEGANY COUNTY.

The Allegany County Almshouse retains its position as one of the best rural institutions of the almshouse type in the State of New York.

Outside fire-escapes on the men's ward would be desirable, and could, with a comparatively small outlay, be installed. They are recommended.

The commissioner regrets to record the death of the matron. For nearly a quarter of a century this almshouse has been in charge of County Superintendent Daniel C. Grunder, his wife, Mrs. Grunder, acting as matron. Much of the success which has attended the administration of the institution was due directly to the interest and untiring energy of Mrs. Grunder. Her death is felt as a personal loss by the inmates of the almshouse, and is regretted by all who knew her.

CARE OF THE SICK.

The State Board of Charities, through its inspectors, has frequently examined the several almshouses in the district, and from time to time directed attention to their needs. The chief of these refers to the care of the sick, the supply of water, and protection from the danger of fire. It is to be regretted that all the almshouses are not satisfactorily equipped for the care of the sick. The smaller institutions do not realize the need of special hospital facilities until times of epidemics, when the work of nursing becomes too burdensone for the ordinary attendants, and when the ordinary dormitories are crowded with sick inmates. Fortunately the general tendency is toward the erection of separate buildings for the sick, with liberal provision for equipment. Four counties have now such special hospitals, and in the others there is a movement which will soon provide better accommodation for patients than they have heretofore enjoyed.

WATER.

The provision for an ample supply of good water is most important to the institution. From day to day the sanitary and hygienic needs of the almshouse and its inmates call for large quantities. In some instances the lack of an abundance of water has been a serious inconvenience and prevented such attention to personal hygiene as is essential to health. In other

instances the deficiency in the water supply has resulted in the destruction of buildings by fire.

In some of the counties there is an abundant supply under high pressure. This gives protection, and as the water is of good quality, it assures satisfactory sanitation and consequently the general health of the inmates. In other counties, however, the water supply is dependent upon reservoirs and tanks, and in times of drought the available quantity is sometimes too small for needs and must be husbanded as a protection against fire. In consequence the personal hygiene is apt to be neglected. Both as a matter of health and safety, the water supply should not be permitted to fall below the standard.

FIRE PROTECTION.

In all of the institutions good fire hose connected with standpipes under pressure, chemical fire extinguishers, and fire buckets should be maintained. Where pressure in standpipes is not possible under present conditions the fire bucket is absolutely necessary. Chemical fire extinguishers serve a most useful purpose and oftentimes put out fires under serious headway, but the fire bucket is instant in application, and if properly directed at the outset, will often put out a fire more effectually and quickly than the common form of chemical extinguishers.

The requirements of the statute in regard to State institutions is in part that there shall be a supply of filled fire buckets on every floor, as well as a number of chemical fire extinguishers. This requirement should be extended to the almshouses, as they are seldom otherwise as well provided for as State institutions. Any one can use a fire bucket, but many of the inmates of almshouses would be unable to use the extinguishers. For this reason it is regretted that all the almshouses of the district have not a supply of fire buckets kept filled and in readiness for emergencies.

FIRE-ESCAPES.

Most of the almshouses of this district are now equipped with fire-escapes, although some rely upon ladders and porch roofs. It would be well if each institution having inmates upon floors

above the first, were required to have at least two direct exits to the open air from each floor. Outside iron fire-escapes would serve as such exits, and if from time to time a fire drill were held, the inmates would become accustomed to their use.

VENTILATION.

It is difficult to improve the ventilation of the older buildings except at great cost. When some of the almshouses in the district were erected, the subject of ventilation was not given the careful study which it now receives. As a consequence, there is insufficient ventilation in some dormitories.

In wards where inmates are sick this deficiency becomes a serious matter, especially if among the sick are patients suffering from communicable disease. The use of tents in the treatment of tuberculosis might well be extended to all the almshouses of the district. This would relieve the dormitories to a degree and assist in bettering present conditions by removing a serious menace to health. Nothing can well take the place of a perfect system of ventilation in an almshouse, and this should be provided for all dormitories.

FOOD.

Usually in these almshouses the food is of good quality and is served in liberal allowance. Sometimes the variety could be improved, and there are occasions when the employment of a new cook would assure the preparation of food in a more satisfactory manner. The supply of vegetables, milk and butter is generally sufficient, as most of the almshouses are located in rural districts, having dairies attached and good farms, the product of which is largely consumed by the inmates. One general criticism is that the dietary is seldom carefully studied. The keepers in some of the institutions do not maintain a record of the foods served from day to day. This is unfortunate, as the failure to keep a record permits the repetition of the same articles in meals from day to day. Changes are essential to a good dietary, and the inmates of the almshouses are likely to object to the monotony.

TRAMPS.

This district touches two states and Canada, and has also direct communication by lake and railroad lines with other states. The consequence is that many tramps visit the several counties. Some of them find their way to the almshouses, others infest the roads and villages until driven out by constables or arrested and committed to the jails, or, in some instances, to almshouses. If the labor test could be applied to all apparently able-bodied persons asking for relief, it would be useful in the disposal of tramps and similar vagabonds. Many able-bodied persons are now admitted to almshouses, but if this test were applied they would be rejected as capable of self-support, or, if admitted, be compelled to earn their maintenance as a return for shelter.

Some years ago the enactment of a law requiring all arrested tramps to receive sentence to a workhouse and labor therein was advocated, but has not as yet become a law. It would be well if the Legislature could be induced to take up and solve the tramp problem in this or some other way.

ADMINISTRATION.

As a general rule, the administration of the institutions has been satisfactory. Inspections have shown good order, cleanliness, and contentment among the inmates. Few changes have taken place during the year, the most important being of keeper in the Erie County Almshouse. In the other institutions the retention of experienced, earnest officials has had a happy effect upon the work.

Respectfully submitted,

W. H. GRATWICK.

Commissioner, Eighth Judicial District.

SCHEDULE

OF

SALARIES AND WAGES

(INCLUDING ALLOWANCES FOR MAINTENANCE, VACATION AND LAUNDRY)

IN THE STATE CHARITABLE AND REFORMATORY INSTITUTIONS WHICH REPORT TO THE FISCAL SUPERVISOR; ADOPTED BY THE COMPTROLLER AND THE PRESIDENT OF THE STATE BOARD OF CHARITIES, SEPTEMBER 25, 1903, AND APPROVED BY THE GOVERNOR, SEPTEMBER 28, 1903, IN ACCORDANCE WITH THE REQUIREMENTS OF CHAPTER 239 OF THE LAWS OF 1903; TO GO INTO EFFECT NOVEMBER 1, 1903.

Salary Classification Commission
(Chapter 239 of the Laws of 1903)

ENOCH V. STODDARD, M. D.
President State Board of Charities, Chairman.

NATHAN L. MILLER
State Comptroller.

Secretary, ROBERT W. HEBBERD, The Capitol, Albany, N. Y.

CONTENTS.

PAGES.

Approval of the State Comptroller and the President of the State Board of Charities 747
Approval of the Governor 748
General rules 749
Salaries and wages:
Administration department 754–758
Finance department 759–762
Supervision department 762–765
Engineering department 765–768
Educational department:
Scholastic 768–771
Industrial 772–776
Industrial department 777
Discipline department 778
Religious department 778
Medical department 779–782
Domestic department 782–784
Kitchen department 784–786
Bakery department 786
Laundry department 787
Buildings and repairs department 788–789
Farm and grounds department 789–790

STATE OF NEW YORK.

WHEREAS, By chapter 239 of the Laws of 1903, which amends chapter 413 of the Laws of 1897, known as the State Finance Law, and became a law April 24, 1903, with the approval of the Governor, the State Comptroller and the President of the State Board of Charities are required, subject to the approval, in writing, of the Governor, to classify into grades the officers and employes of the various charitable and reformatory institutions required by law to report to the Fiscal Supervisor, and to fix the salaries and wages of such officers and employes. Now, therefore,

Resolved, That, in accordance with the provisions of the said statute, chapter 239 of the Laws of 1903, and by virtue of the authority thereby conferred, we Nathan L. Miller, State Comptroller, and Enoch V. Stoddard, President of the State Board of Charities, with the approval, in writing, of the Governor, duly had and obtained, do hereby classify into grades the officers and employes of the various charitable and reformatory institutions required by law to report to the Fiscal Supervisor, and fix the salaries and wages to be paid such officers and employes, in accordance with the following schedules this day adopted, to go into effect November 1, 1903.

NATHAN L. MILLER,

State Comptroller.

ENOCH V. STODDARD, M. D.,

President of the State Board of Charities.

Dated, Albany, N. Y., *September* 25, 1903.

STATE OF NEW YORK.

THE EXECUTIVE CHAMBER.

The following schedules classifying into grades the officers and employes of the various charitable and reformatory institutions, required by law to report to the Fiscal Supervisor, and fixing the salaries and wages to be paid such officers and employes, which have been adopted by the State Comptroller and the President of the State Board of Charities, subject to the approval, in writing, of the Governor, pursuant to the provisions of chapter 239 of the Laws of 1903, are hereby approved.

B. B. ODELL, JR.,

Governor.

Dated, Albany, N. Y., *September* 28, 1903.

GENERAL RULES.

I.

VACATIONS.

The following vacations, with salaries or wages, shall be allowed, but no compensation shall be granted for any further leave of absence that may be taken by any officer or employe:

A—4 weeks.

ADMINISTRATION DEPARTMENT.

Superintendents	4 weeks (28 days)

RELIGIOUS DEPARTMENT.

Chaplains	4 weeks (28 days)

MEDICAL DEPARTMENT.

Pathologists	4 weeks (28 days)
Physicians	4 weeks (28 days)

B—2 weeks.

ADMINISTRATION DEPARTMENT.

Assistant superintendents	2 weeks (14 days)
Agents	2 weeks (14 days)
Captain of boat	2 weeks (14 days)
Chief clerks	2 weeks (14 days)
Clerks	2 weeks (14 days)
Junior clerks	2 weeks (14 days)
Marshals	2 weeks (14 days)
Organists	2 weeks (14 days)
Stenographers	2 weeks (14 days)

FINANCE DEPARTMENT.

Bookkeepers	2 weeks (14 days)
Assistant bookkeepers	2 weeks (14 days)
Book and storekeepers	2 weeks (14 days)
Cashiers	2 weeks (14 days)
Clerks	2 weeks (14 days)
Junior clerks	2 weeks (14 days)
Quartermaster	2 weeks (14 days)
Assistant quartermaster	2 weeks (14 days)
Stenographers	2 weeks (14 days)
Stewards	2 weeks (14 days)
Storekeepers	2 weeks (14 days)

SUPERVISION DEPARTMENT.

Attendants	2 weeks (14 days)
Chief guards	2 weeks (14 days)
Guards	2 weeks (14 days)
Inspectors	2 weeks (14 days)
Matrons	2 weeks (14 days)
Assistant matrons	2 weeks (14 days)
Supervisors	2 weeks (14 days)
Assistant supervisors	2 weeks (14 days)

ENGINEERING DEPARTMENT.

Chief engineers and electricians	2 weeks (14 days)
Assistant engineers and electricians	2 weeks (14 days)

EDUCATIONAL—SCHOLASTIC DEPARTMENT.

Superintendents, assistant superintendents, teachers, instructors, stereotyper:

Those who are employed the entire year to receive	2 weeks (14 days)

EDUCATIONAL—INDUSTRIAL DEPARTMENT.

Superintendents, instructors:

Those who are employed the entire year to receive	2 weeks (14 days)

DISCIPLINE—MILITARY DEPARTMENT.

Instructors	2 weeks (14 days)

DISCIPLINE—NAUTICAL DEPARTMENT.

Instructors	2 weeks (14 days)

DISCIPLINE—PHYSICAL DEPARTMENT.

Instructors	2 weeks (14 days)

MEDICAL DEPARTMENT.

Matrons (hospital)	2 weeks (14 days)
Assistant matrons (hospital)	2 weeks (14 days)
Chief nurses	2 weeks (14 days)
Nurses	2 weeks (14 days)
Pharmacists	2 weeks (14 days)
Assistant physicians	2 weeks (14 days)

DOMESTIC DEPARTMENT.

Housekeepers	2 weeks (14 days)

KITCHEN DEPARTMENT.

Chefs	2 weeks (14 days)
Superintendent mess-hall and kitchen	2 weeks (14 days)

BUILDINGS AND REPAIRS.

Master mechanic	2 weeks (14 days)

C—1 week.

ADMINISTRATION.

Coachmen	1 week (7 days)
Messengers	1 week (7 days)
Ushers	1 week (7 days)
Watchman	1 week (7 days)

SUPERVISION.

Barber	1 week (7 days)

ENGINEERING.

Firemen	1 week (7 days)
Electric-light lineman	1 week (7 days)
Engine oiler and tender	1 week (7 days)
Steamfitter	1 week (7 days)
Laborers	1 week (7 days)

INDUSTRIAL.

Dressmakers	1 week (7 days)
Cloakmakers	1 week (7 days)
Hosemakers	1 week (7 days)
Seamstresses	1 week (7 days)
Shoemaker	1 week (7 days)
Tailors	1 week (7 days)
Tailoresses	1 week (7 days)

DOMESTIC.

Domestics	1 week (7 days)
Waiters	1 week (7 days)

KITCHEN.

Cooks	1 week (7 days)
Assistant cooks	1 week (7 days)
Kitchen helpers	1 week (7 days)

BAKERY.

Bakers	1 week (7 days)

LAUNDRY.

Head laundrymen	1 week (7 days)
Launderers and laundresses	1 week (7 days)

BUILDINGS AND REPAIRS.

Blacksmiths	1 week (7 days)
Carpenters	1 week (7 days)
Mason and bricklayer	1 week (7 days)
Painters	1 week (7 days)
Plumbers	1 week (7 days)

FARM AND GROUNDS.

Farmers	1 week (7 days)
Assistant farmer	1 week (7 days)
Florists	1 week (7 days)
Gardeners	1 week (7 days)
Laborers	1 week (7 days)
Sewerage tenders	1 week (7 days)
Teamsters	1 week (7 days)
Dairyman	1 week (7 days)
Butcher	1 week (7 days)

2.

MAINTENANCE.

Where maintenance is provided in these schedules for any employe, and the institution is unable to furnish it, $10 per month shall be allowed in lieu thereof, apportioned at the rate of $2.50 per month for each meal, and $2.50 per month for lodging.

3.

LAUNDRY ALLOWANCE.

Employes residing at the institution shall be entitled to have a reasonable amount of laundry work done for them at the institution without charge.

4.

SCHOLASTIC TERM.

Payments to scholastic teachers shall be based on a ten months term of service, constituting the school year.

ADMINISTRATION.

SUPERINTENDENTS.

Elmira Reformatory, Elmira—$3,500 a year and maintenance.

State Industrial School, Rochester—$3,500 a year and maintenance.

House of Refuge, Randall's Island, N. Y.—$4,000 a year and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—Population under 200, $1,200 a year and maintenance;* population, 200 to 500, $1,500 a year and maintenance; population over 500, $1,800 a year and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$4,000 a year and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$2,500 a year and maintenance.

Rome State Custodial Asylum, Rome—$4,000 a year and maintenance.

Craig Colony, Sonyea—$4,000 a year and maintenance.

New York State School for the Blind, Batavia—Population under 200, $2,000 a year and maintenance; population, $200 to 500, $2,500 a year and maintenance; population over 500, $3,000 a year and maintenance.

Thomas Asylum, Iroquois—$1,800 a year and maintenance.

New York State Soldiers and Sailors' Home, Bath (commandant)—$3,500 a year, with maintenance.

New York State Woman's Relief Corps Home, Oxford (superintendent and steward)—$1,500 a year and maintenance.

ASSISTANT SUPERINTENDENTS.

Elmira Reformatory, Elmira—$2,500 a year and maintenance.

State Industrial School, Rochester—$1,500 a year and maintenance.

---

*Reduction in salary not to occur unless the population continues less than 200 for six consecutive months.

House of Refuge, Randall's Island, N. Y.—$1,800 a year and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—Population under 200, $900 a year and maintenance;* population, 200 to 500, $1,000 a year and maintenance; population over 500, $1,200 a year and maintenance.

New York State Soldiers and Sailors' Home, Bath (adjutant)—$1,500 a year and dwelling, with fuel and light, on the home grounds; fodder, also, for horse.

New York State Hospital for the Care of Crippled and Deformed Children, Tarrytown—$1,200 a year and maintenance.

AGENTS.

Elmira Reformatory, Elmira (transfer agent)—$100 a month and maintenance.

Elmira Reformatory, Elmira (Parole agent—New York Prison Association)—$1,200 a year.

State Industrial School, Rochester (parole agent—Prot.)—$1,200 a year and maintenance.

State Industrial School, Rochester (parole agent—R. C.). See Catholic chaplain.

House of Refuge, Randall's Island, N. Y. (parole agent, man)—$1,200 a year and maintenance; (parole agent, woman)—$40 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford (parole agent, woman)—$720 a year and maintenance.

New York State Soldiers and Sailors' Home, Bath (Eastern agent)—$200 a year.

CAPTAIN OF BOAT.

House of Refuge, Randall's Island, N. Y. (Captain of ferry boat "Refuge.")—$105 a month and dwelling on the institution grounds.

---

*Reduction in salary not to occur unless the population continues less than 200 for six consecutive months.

CHIEF CLERKS.

Elmira Reformatory, Elmira—$1,000 a year and maintenance.

House of Refuge, Randall's Island, N. Y.—$900 a year and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$50 a month and maintenance.

CLERKS.

Elmira Reformatory, Elmira—*$35 to $50 a month and maintenance.

State Industrial School, Rochester (superintendent's clerk)—†$35 to $40 a month and maintenance.

JUNIOR CLERKS.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$15 a month and maintenance.

COACHMEN.

Elmira Reformatory, Elmira—$35 a month and maintenance.

State Industrial School, Rochester—$35 a month and maintenance.

House of Refuge for Women, Hudson—$35 a month and maintenance.

Western House of Refuge for Women, Albion—$35 a month and maintenance.

New York State Reformatory for Women, Bedford—$35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$35 a month and maintenance.

Rome State Custodial Asylum, Rome—$35 a month and maintenance.

New York State School for the Blind, Batavia—$35 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $5 a month per annum.

†Increase from minimum to maximum as follows: First year, $35; second year, $37.50; third year and thereafter, $40.

Craig Colony for Epileptics, Sonyea—$35 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$35 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—$35 a month and maintenance.

New York State Custodial Asylum, Newark—$35 a month and maintenance.

MARSHALS.

House of Refuge for Women, Hudson (woman)—$60 a month and maintenance.

Western House of Refuge for Women, Albion (woman)—$60 a month and maintenance.

New York State Reformatory for Women, Bedford (woman)—$60 a month and maintenance.

MESSENGERS.

House of Refuge, Randall's Island, N. Y.—$15 a month and maintenance.

ORGANISTS.

State Industrial School, Rochester (organist and usher—Prot.)—$41.67 a month and maintenance.

State Industrial School, Rochester (organist—R. C.)—$20.83 a month and maintenance.

PHOTOGRAPHER.

Elmira Reformatory, Elmira—$50 a month and maintenance.

STENOGRAPHERS.

State Industrial School, Rochester (woman)—$40 a month and maintenance.

House of Refuge, Randall's Island, N. Y. (woman)—$40 a month and maintenance.

House of Refuge for Women, Hudson (woman)—$30 a month and maintenance.

Rome State Custodial Asylum, Rome—$50 a month and maintenance.

Craig Colony, Sonyea—$50 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—$40 a month and maintenance.

TREASURERS.

Craig Colony, Sonyea—$100 a month, as provided by chapter 546 of the Laws of 1896.

SUPERVISION.

ATTENDANTS.

State Industrial School, Rochester, women—*$20 to $25 a month and maintenance.

House of Refuge, Randall's Island, women—*$20 to $25 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse; State Custodial Asylum for Feeble-Minded Women, Newark; Rome State Custodial Asylum, Rome—Men, night, $25 a month; men, day, *$20 to $25 a month; women, night, †$16 to $20 a month; women, day, †$14 to $18 a month with maintenance.

Craig Colony, Sonyea—Men, night, $25 a month; men, day, *$20 to $25 a month; women, night, †$16 to $20 a month; women, day, †$14 to $18 a month with maintenance.

Thomas Asylum, Iroquois—†$14 to $18 a month and maintenance.

BARBER.

New York State Soldiers and Sailors' Home, Bath—$15 a month and board. Members of the Home who have pensions pay for his services to them.

---

*Increase from minimum to maximum, as follows: First year, $20 per month; second year, $22 per month; third year and thereafter, $25 per month.

†Increase from minimum to maximum at the rate of $2 a month per annum.

CHIEF GUARDS.

Elmira Reformatory, Elmira—$75 a month and maintenance.

State Industrial School, Rochester—$60 a month and maintenance.

House of Refuge, Randall's Island—$60 a month and maintenance.

GUARDS.

Elmira Reformatory, Elmira—*$50 a month and maintenance.

State Industrial School, Rochester—$45 a month and maintenance.

House of Refuge, Randall's Island—*$40 to $50 a month and maintenance.

House of Refuge for Women, Hudson—$45 a month, without maintenance.

Western House of Refuge, Albion—$45 a month, without maintenance.

New York State Reformatory for Women, Bedford—$45 a month, without maintenance.

INSPECTOR.

New York State Soldiers and Sailors' Home, Bath—$100 a month and dwelling, with fuel and lights, on the home grounds.

MATRONS.

State Industrial School, Rochester—$1,200 a year and maintenance; (girl's department), $1,000 a year and maintenance; (fourth division), $1,000 a year and maintenance.

House of Refuge, Randall's Island—$1,200 a year and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—Prison population under 200, $60 a month; 200 to 500, $70 a month and maintenance. Cottage —$40 a month; population over 30, $41.66 a month and maintenance.

---

*Increase from minimum to maximum at a rate of $5 a month per annum.

Syracuse State Institution for Feeble-Minded Children, Syracuse (general)—$75 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark (general)—$75 a month and maintenance.

Rome State Custodial Asylum, Rome—$60 a month and maintenance.

Craig Colony, Sonyea—$75 a month and maintenance.

New York State School for the Blind, Batavia (general)—$50 a month and maintenance.

Thomas Asylum, Iroquois (general)—$58.33 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, Tarrytown—$50 a month and maintenance.

ASSISTANT MATRONS.

State Industrial School, Rochester (girls' department)—$40 a month and maintenance; (fourth division), $40 a month and maintenance.

House of Refuge, Randall's Island—$40 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—(first assistant, prison) $35 a month and maintenance; (assistant, prison) $25 a month and maintenance; (assistant, cottage) $25 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (main building and girls' department)—$35 a month and maintenance; (assistant) $25 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$25 a month and maintenance.

Rome State Custodial Asylum, Rome—$25 a month and maintenance.

Craig Colony, Sonyea—$25 a month and maintenance.

New York State School for the Blind, Batavia—$25 a month and maintenance.

Thomas Asylum, Iroquois—$25 a month and maintenance.

SUPERVISORS.

Syracuse State Institution for Feeble-Minded Children, Syracuse (head of boys' department)—$45 a month and maintenance.

Rome State Custodial Asylum, Rome—*$30 to $35 a month and maintenance.

Craig Colony, Sonyea—*$30 to $35 a month and maintenance.

ASSISTANT SUPERVISORS.

Rome State Custodial Asylum, Rome (men)—†$25 to $30 per month and maintenance.

ENGINEERING.

ENGINEERS AND ELECTRICIANS.

Must be licensed engineers, or must have satisfactorily passed certain practical tests instituted by the State Civil Service Commission, and be qualified to attend to and manage electric plant.

New York State Reformatory, Elmira—$100 a month and maintenance.

State Industrial School, Rochester—$83.33 a month and maintenance.

House of Refuge, Randall's Island—$100 a month and maintenance. Engineer of boat "Refuge," $70 a month, without maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—‡$60 to $75 a month and maintenance, or $10 a month extra in lieu thereof.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$75 a month and maintenance.

---

* Increase from minimum to maximum as follows: First year, $30; second year, $32; third year and thereafter, $35.

† Increase from minimum to maximum, as follows: First year, $25; second year, $27; third year and thereafter, $30.

‡ Increase from minimum to maximum at the rate of $5 a month per annum.

State Custodial Asylum for Feeble-Minded Women, Newark—$75 a month and maintenance.

Rome State Custodial Asylum, Rome—$75 a month and maintenance.

Craig Colony, Sonyea—$83.33 a month, with cottage, fuel and light.

New York State School for the Blind, Batavia—*$60 to $75 a month and maintenance.

Thomas Asylum, Iroquois—*$60 to $75 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$1,400 a year, with dwelling, fuel and light.

New York State Woman's Relief Corps Home, Oxford—*$60 to $75 a month and maintenance.

ASSISTANT ENGINEERS AND ELECTRICIANS.

Must be licensed engineers, or must have satisfactorily passed certain practical tests instituted by the State Civil Service Commission, and be qualified to attend to and manage steam and electric plant in absence of engineer.

Elmira Reformatory, Elmira—*$50 to $60 a month and maintenance.

State Industrial School, Rochester—*$50 to $60 a month and maintenance.

House of Refuge, Randall's Island—*$50 to $60 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—*$40 to $50 a month and maintenance, or $10 a month extra in lieu thereof.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$40 to $50 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—*$40 to $50 a month and maintenance.

Rome State Custodial Asylum, Rome—*$40 to $50 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $5 a month per annum.

Craig Colony, Sonyea—*$40 to $50 a month and maintenance.

New York State School for the Blind, Batavia—*$40 to *$50 a month and maintenance.

Thomas Asylum, Iroquois—*$40 to $50 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*$50 to $60 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—*$40 to $50 a month and maintenance.

FIREMEN.

To be paid a uniform rate of $35 a month and maintenance, or $10 a month in lieu thereof, for twelve-hour shifts. For amount paid at each institution see following:

Elmira Reformatory, Elmira—$35 a month and maintenance.

State Industrial School, Rochester—$35 a month and maintenance.

House of Refuge, Randall's Island—$35 a month and maintenance.

House of Refuge for Women, Hudson—$35 a month and maintenance.

Western House of Refuge for Women, Albion—$35 a month and maintenance.

New York State Reformatory for Women, Bedford—$35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$35 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$35 a month and maintenance.

Rome State Custodial Asylum, Rome—$35 a month and maintenance.

New York State School for the Blind, Batavia—$35 a month and maintenance.

Thomas Asylum, Iroquois—$35 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$35 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—$35 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $5 a month per year.

State Custodial Asylum for Feeble-Minded Women, Newark—$75 a month and maintenance.

Rome State Custodial Asylum, Rome—$75 a month and maintenance.

Craig Colony, Sonyea—$83.33 a month, with cottage, fuel and light.

New York State School for the Blind, Batavia—*$60 to $75 a month and maintenance.

Thomas Asylum, Iroquois—*$60 to $75 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$1,400 a year, with dwelling, fuel and light.

New York State Woman's Relief Corps Home, Oxford—*$60 to $75 a month and maintenance.

ASSISTANT ENGINEERS AND ELECTRICIANS.

Must be licensed engineers, or must have satisfactorily passed certain practical tests instituted by the State Civil Service Commission, and be qualified to attend to and manage steam and electric plant in absence of engineer.

Elmira Reformatory, Elmira—*$50 to $60 a month and maintenance.

State Industrial School, Rochester—*$50 to $60 a month and maintenance.

House of Refuge, Randall's Island—*$50 to $60 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—*$40 to $50 a month and maintenance, or $10 a month extra in lieu thereof.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$40 to $50 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—*$40 to $50 a month and maintenance.

Rome State Custodial Asylum, Rome—*$40 to $50 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $5 a month per annum.

Craig Colony, Sonyea—*$40 to $50 a month and maintenance.

New York State School for the Blind, Batavia—*$40 to *$50 a month and maintenance.

Thomas Asylum, Iroquois—*$40 to $50 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*$50 to $60 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—*$40 to $50 a month and maintenance.

FIREMEN.

To be paid a uniform rate of $35 a month and maintenance, or $10 a month in lieu thereof, for twelve-hour shifts. For amount paid at each institution see following:

Elmira Reformatory, Elmira—$35 a month and maintenance.

State Industrial School, Rochester—$35 a month and maintenance.

House of Refuge, Randall's Island—$35 a month and maintenance.

House of Refuge for Women, Hudson—$35 a month and maintenance.

Western House of Refuge for Women, Albion—$35 a month and maintenance.

New York State Reformatory for Women, Bedford—$35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$35 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$35 a month and maintenance.

Rome State Custodial Asylum, Rome—$35 a month and maintenance.

New York State School for the Blind, Batavia—$35 a month and maintenance.

Thomas Asylum, Iroquois—$35 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$35 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—$35 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $5 a month per year.

New York State Custodial Asylum, Newark—Head teachers, *$40 to $50 a month and maintenance; teachers, *$30 to $40 a month and maintenance.

Rome State Custodial Asylum, Rome—Head teachers, *$40 to $50 a month and maintenance; teachers, *$30 to $40 a month and maintenance.

Craig Colony for Epileptics, Sonyea—Head teachers, *$40 to $50 a month and maintenance; teachers, *$30 to $40 a month and maintenance.

New York State School for the Blind, Batavia—Head teachers, $900 per annum and maintenance; teachers, $400 to $600 per annum and maintenance.

Thomas Asylum, Iroquois—Head teacher (man), *$50 to $60 a month and maintenance; teachers (women), *$35 to $45 a month and mantenance.

TEACHERS—Geography.

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—Geometry.

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—History.

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—Kindergarten.

Thomas Asylum, Iroquois—*$35 to $45 a month and maintenance.

TEACHERS—Language.

State Industrial School, Rochester—*$40 to $60 a month and board.

*Increase from minimum to maximum at the rate of $5 a month per annum.

TEACHERS—Music.

Elmira Reformatory, Elmira—$60 a month without maintenance.

State Industrial School, Rochester—*$40 to $60 a month and board.

House of Refuge, Randall's Island—*$50 to $60 a month and such meals as may be necessary.

House of Refuge for Women, Hudson—†$30 to $35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$30 to $40 a month and maintenance.

New York State School for the Blind, Batavia—Head teacher, $900 per annum and maintenance; teachers, $400 to $600 a year and maintenance.

Thomas Asylum, Iroquois—*$35 to $45 a month and maintenance.

TEACHERS—Reading.

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—Science.

State Industrial School, Rochester—*$40 to $60 a month and board.

TEACHERS—Stenography.

Elmira Reformatory, Elmira—$75 a month and maintenance.

TEACHERS—Tuning.

New York State School for the Blind, Batavia—$900 per annum and board.

STEREOTYPER.

New York State School for the Blind, Batavia—$50 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $5 a month per annum.

†Increase from minimum to maximum as follows: First year, $30; second year, $32; third year and thereafter, $35.

INSTRUCTORS—Electrical Construction.

State Industrial School, Rochester—$60 a month and maintenance.

House of Refuge, Randall's Island—$60 a month and maintenance.

INSTRUCTORS—Laundering.

State Industrial School, Rochester (man)—$60 a month and maintenance; (woman), $30 a month and maintenance.

House of Refuge, Randall's Island (woman)—$30 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford (woman)—$30 a month and maintenance.

INSTRUCTORS—Machinery.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

INSTRUCTORS—Manual Training.

State Industrial School, Rochester (woman)—$45 a month and board.

INSTRUCTORS—Masonry and Bricklaying.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

INSTRUCTORS—Molding.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

---

*Increase from minimum to maximum at the rate of $5 a month per annum; when lodging is given to those entitled to board only, $2.50 a month is to be deducted from the wages.

INSTRUCTORS—Painting.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

INSTRUCTORS—Pattern-making.

State Industrial School, Rochester—*$65 to $75 a month and board.

INSTRUCTORS—Plumbing.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

INSTRUCTORS—Printing.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

INSTRUCTORS—Sewing.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford (woman)—$30 a month and maintenance.

State Custodial Asylum, Newark (woman)—$30 a month and maintenance.

Rome State Custodial Asylum (woman)—$30 a month and maintenance.

New York State School for the Blind, Batavia (teaches the Blind)—$50 a month and maintenance for the school term.

INSTRUCTORS—Shoemaking.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

---

*Increase from minimum to maximum at the rate of $5 a month per annum; when lodging is given to those entitled to board only, $2.50 per month is to be deducted from the wages.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

INSTRUCTORS—Sloyd.

Elmira Reformatory, Elmira—$60 a month and maintenance.

House of Refuge, Randall's Island—*$65 to $75 a month and board.

Craig Colony, Sonyea—$60 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$30 a month and maintenance.

INSTRUCTORS—Steam and Gas Fitting.

Elmira Reformatory, Elmira (occasional employment)—Not to exceed $200 a year.

State Industrial School, Rochester—*$65 to $75 a month and board.

INSTRUCTORS—Tailoring.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

State Industrial School, Rochester—*$65 to $75 a month and board.

House of Refuge, Randall's Island (man)—*$65 to $75 a month and maintenance; (woman), $30 a month and board.

INSTRUCTORS—Telegraphy.

Elmira Reformatory, Elmira—$50 a month and maintenance.

INSTRUCTORS—Tinsmithing.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

INSTRUCTORS—Upholstering.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

INSTRUCTORS—Wood-carving (or Sloyd).

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

INSTRUCTORS—Woodworking Machinery and Cabinet-making.

Elmira Reformatory, Elmira—*$65 to $75 a month and board.

---

*Increase from minimum to maximum at the rate of $5 a month per annum; when lodging is given to those entitled to board only, $2.50 a month is to be deducted from the wages.

INDUSTRIAL.

DRESSMAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse —$16 a month and maintenance.

CLOAKMAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse —$16 a month and maintenance.

HOSEMAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse —$16 a month and maintenance.

SEAMSTRESSES.

Syracuse State Institution for Feeble-Minded Children, Syracuse —*$12 to $16 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—*$12 to $16 a month and maintenance.

Rome State Custodial Asylum, Rome—*$12 to $16 a month and maintenance.

Craig Colony, Sonyea—*$12 to $16 a month and maintenance.

Thomas Asylum, Iroquois—*$12 to $16 a month and maintenance.

SHOEMAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse —$42.50 a month and dinner.

TAILORS.

Elmira Reformatory, Elmira—$60 a month and maintenance.

Craig Colony, Sonyea—$35 a month and maintenance.

TAILORESS.

Syracuse State Institution for Feeble-Minded Children, Syracuse —†$20 to $30 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $2 per month per annum.

†Increase from minimum to maximum at the rate of $5 a month per annum.

DISCIPLINE.

INSTRUCTORS—Military.

Elmira Reformatory, Elmira—$1,200 to $1,400 a year and maintenance; assistant, $900 to $1,000 a year and maintenance.

State Industrial School, Rochester (colonel)—$1,200 a year and maintenance; (major), $660 a year and maintenance.

House of Refuge, Randall's Island (colonel)—$1,200 a year and maintenance.

INSTRUCTORS—Physical.

Elmira Reformatory, Elmira—$1,000 to $1,200 a year and maintenance.

State Industrial School, Rochester—$50 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—$45 a month and maintenance.

New York State School for the Blind, Batavia—$60 a month and maintenance.

RELIGIOUS.

CHAPLAINS.

Elmira Reformatory, Elmira (resident Prot.)—$1,200 a year and dwelling, with light and fuel; (visiting R. C.) $300 a year; (visiting Rabbi) $20 a month without maintenance.

State Industrial School, Rochester (resident Prot.)—$900 a year and maintenance; (Catholic chaplain and parole agent) $1,200 a year and maintenance.

Craig Colony, Sonyea (resident Prot.)—$600 a year and maintenance; (resident R. C.) $600 a year and maintenance.

New York State Soldiers and Sailors' Home (resident Prot. and resident Catholic)—$1,200 a year and dwelling, with fuel and light, on home grounds.

MEDICAL.

DENTISTS.

Elmira Reformatory, Elmira—Not to exceed $40 a month without maintenance.

State Industrial School, Rochester—Not to exceed $40 a month, without maintenance.

House of Refuge, Randall's Island—Not to exceed $40 a month, without maintenance.

HOSPITAL ATTENDANTS.

New York State Soldiers and Sailors' Home, Bath—*$20 to $25 a month and maintenance.

MATRONS OF HOSPITAL.

Must be graduates of a training school.

State Industrial School, Rochester—$50 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—Population under 200, $50 a month; 200 to 500, $60 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$60 a month and maintenance.

ASSISTANT MATRON OF HOSPITAL.

Syracuse State Institution for Feeble-Minded Children, Syracuse —*$20 to $25 a month and maintenance.

CHIEF NURSES.

Must be graduates of a training school.

Elmira Reformatory, Elmira—$40 a month and maintenance.

State Industrial School, Rochester—$40 a month and maintenance.

*Increase from minimum to maximum to be as follows: First year, $20; second year, $22; third year and thereafter, $25.

State Custodial Asylum for Feeble-Minded Women, Newark—$1,000 a year and maintenance.

Rome State Custodial Asylum, Rome (man)—$1,200 to $1,500 a year and maintenance.

New York State School for the Blind, Batavia—$300 a year, without maintenance.

Thomas Asylum, Iroquois—$400 a year without maintenance.

New York State Soldiers and Sailors' Home, Bath—$1,800 a year and dwelling, with fuel and light, on the home grounds, also board for horse.

ASSISTANT PHYSICIANS.

Elmira Reformatory, Elmira—$600 to $900 a year and maintenance.

Rome State Custodial Asylum, Rome—$600 to $900 a year and maintenance.

Craig Colony, Sonyea (first assistant physician)—population under 1,000, $1,800 a year and maintenance; population over 1,000, $2,000 a year and maintenance; (woman)—population under 1,000, $1,500 a year and maintenance; population over 1,000, $1,800 a year and maintenance; (second assistant physician)—population under 1,000, $1,200 a year and maintenance; over 1,000, $1,500 a year and maintenance; (third assistant physician)—population under 1,000, $1,000 a year and maintenance; over 1,000, $1,200 a year and maintenance; (*medical internes)—$50 a month and maintenance.

New York State Soldiers and Sailors' Home (assistant surgeon)—$1,200 a year and maintenance.

DOMESTIC.

DOMESTICS.

Except House of Refuge, Randall's Island—†$14 to $15 a month and maintenance.

House of Refuge, Randall's Island—†$15 to $18 a month and maintenance.

---

*One medical interne allowed for each 200 inmates up to 1,000.

†Reduction in salary not to occur unless the population continues less than 200 for six consecutive months.

HOUSEKEEPERS.

State Industrial School, Rochester—$25 a month and maintenance.

House of Refuge, Randall's Island—$30 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—$25 a month and maintenance; if the housekeeper in the prison also acts as cook, $35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse —†$25 to $30 a month and maintenance; farmhouse, city, $15 a month and maintenance; farmhouse, Fairmount, $20 a month and maintenance.

New York State School for the Blind, Batavia—$25 a month and maintenance.

Thomas Asylum, Iroquois—$20 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—$25 a month and maintenance.

WAITERS.

Elmira Reformatory, Elmira (head)—$360 a year and maintenance.

State Industrial School, Rochester (waitresses)—*$14 to $15 a month and maintenance.

House of Refuge, Randall's Island (waitresses)—*$15 to $18 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (waitress)—*$14 to $15 a month and maintenance.

Rome State Custodial Asylum, Rome (waitress)—*$14 to $15 a month and maintenance.

Craig Colony, Sonyea (chambermaid and waitress)—$14 to $15 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $1 a month per annum.

†Increase from minimum to maximum as follows: First year, $25; second year, $27; third year and thereafter, $30.

New York State Soldiers and Sailors' Home, Bath (chambermaid and waitress)—$15 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, Tarrytown—$15 a month and maintenance.

KITCHEN.

CHEFS.

Elmira Reformatory, Elmira—$75 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$75 a month and maintenance.

COOKS.

Elmira Reformatory, Elmira (man, head)—$50 a month and maintenance.

State Industrial School, Rochester (man, head)—$50 a month and maintenance; (woman, head) $35 a month and maintenance; other cooks, $25 a month and maintenance.

House of Refuge, Randall's Island (two women, head)—$35 a month and maintenance; other cooks, $25 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman, head)—$35 a month and maintenance; other cooks, *$15 to $20 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—*$15 to $20 a month and maintenance.

Rome State Custodial Asylum, Rome (woman, head)—$35 a month and maintenance.

---

*Increase from minimum to maximum as follows: First year, $15; second year, $17; third year and thereafter, $20.

Craig Colony, Sonyea, Laundry Room—$20 a month and maintenance; other cooks in storages, first grade, $25 to $30 a month and maintenance, second grade, $20 to $25 a month and maintenance.

New York State School for the Blind, Batavia, woman, $20 to $25 a month and maintenance.

Thomas Asylum, Iroquois, woman—$20 to $25 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath, man, mess hall—$25 a month and maintenance; man, hospital, $20 a month and board; diet cook, hospital, $15 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—*$25 to $35 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, Tarrytown—$20 a month and maintenance.

ASSISTANT COOKS.

House of Refuge, Randall's Island—$20 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman)—†$12 to $15 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark †$12 to $15 a month and maintenance.

Rome State Custodial Asylum, Rome—‡$15 to $20 a month and maintenance.

Craig Colony, Sonyea—†$12 to $15 a month and maintenance.

New York State School for the Blind, Batavia—†$12 to $15 a month and maintenance.

Thomas Asylum, Iroquois—†$12 to $15 a month and maintenance.

---

*Increase from minimum to maximum as follows: First year, $25; second year, $30; third year and thereafter, $35.

†Increase from minimum to maximum at the rate of $1 a month per annum.

‡Increase from minimum to maximum as follows: First year, $15; second year, $17; third year and thereafter, $20.

New York State Soldiers and Sailors' Home, Bath (hospital)—$20 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—†$12 to $15 a month and maintenance.

KITCHEN HELPERS.

State Industrial School, Rochester (man)—‡$15 to $20 a month and maintenance.

Rome State Custodial Asylum, Rome—‡$15 to $20 a month and maintenance.

SUPERINTENDENT MESS HALL AND KITCHEN.

New York State Soldiers and Sailors' Home, Bath—$65 a month and maintenance.

BAKERY.

BAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$40 to $50 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—*$30 to $40 a month and maintenance.

Rome State Custodial Asylum, Rome—*$30 to $40 a month and maintenance.

Craig Colony, Sonyea—*$40 to $50 a month and cottage, with fuel and light, on the colony grounds.

New York State School for the Blind, Batavia—*$30 to $40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*$40 to $50 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $5 a month per annum.

†Increase from minimum to maximum as follows: First year, $18; second year, $20; third year and thereafter, $22.

‡Increase from minimum to maximum as follows: First year, $20; second year, $22; third year and thereafter, $25.

LAUNDRY.

HEAD LAUNDRYMEN AND LAUNDRESSES.

State Industrial School, Rochester (woman)—$25 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman)—$25 a month and maintenance.

Rome State Custodial Asylum, Rome—$40 a month and maintenance.

Craig Colony, Sonyea—$40 a month and cottage, with fuel and light, on colony grounds.

New York State Soldiers and Sailors' Home, Bath—$40 a month and maintenance.

Thomas Asylum, Iroquois—$25 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, Tarrytown—$20 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford (woman) —$25 a month and maintenance.

LAUNDERERS AND LAUNDRESSES.

House of Refuge, Randall's Island (laundresses)—*$14 to $20 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark (laundresses)—*$12 to $18 a month and maintenance.

Rome State Custodial Asylum, Rome (laundresses)—*$12 to $18 a month and maintenance.

Craig Colony, Sonyea (laundresses)—*$12 to $18 a month and maintenance; (launderer) †$15 to $20 a month and maintenance.

New York State School for the Blind, Batavia (laundresses)—*$12 to $18 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*$12 to $18 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—(laundresses)—*$12 to $18 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $2 a month per annum.

†Increase from minimum to maximum as follows: First year, $15; second year, $17; third year and thereafter, $20.

BUILDINGS AND REPAIRS.

BLACKSMITHS.

Rome State Custodial Asylum, Rome—$35 a month and maintenance.

Craig Colony, Sonyea—$35 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$35 a month and maintenance.

CARPENTERS.

Elmira Reformatory, Elmira—$50 a month, without maintenance.

State Industrial School, Rochester—$50 a month, without maintenance.

House of Refuge, Randall's Island—$50 a month, with maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—$50 a month, without maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$50 a month, without maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$50 a month, without maintenance.

Rome State Custodial Asylum, Rome—$50 a month, without maintenance.

Craig Colony, Sonyea—$50 a month and cottage.

New York State School for the Blind, Batavia—$50 a month, without maintenance.

New York State Soldiers and Sailors' Home, Bath—$50 a month, without maintenance.

MASON AND BRICKLAYER.

Craig Colony, Sonyea—$50 a month and maintenance.

MASTER MECHANIC.

New York State Soldiers and Sailors' Home, Bath—$100 a month, without maintenance.

PAINTERS.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$35 a month and maintenance.

Rome State Custodial Asylum, Rome—$35 a month and maintenance.

Craig Colony, Sonyea—$45 a month and cottage, with fuel and light, on colony grounds.

PLUMBER.

Craig Colony, Sonyea—$50 a month and maintenance.

FARM AND GROUNDS.

FARMERS.

Elmira Reformatory, Elmira—$50 a month and maintenance.

State Industrial School, Rochester—$50 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$35 to $40 a month and maintenance.

Rome State Custodial Asylum, Rome—$50 a month and maintenance.

Craig Colony, Sonyea—$50 a month and cottage, with fuel and light, on colony grounds.

New York State School for the Blind, Batavia—*$35 to $40 a month and maintenance.

Thomas Asylum, Iroquois—*$35 to $40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$50 a month and dwelling, with fuel and light, on the home grounds.

ASSISTANT FARMER.

Craig Colony, Sonyea—$35 a month and maintenance.

FLORISTS.

House of Refuge, Randall's Island—$60 a month and maintenance.

New York State School for the Blind, Batavia—$50 a month and board.

New York State Soldiers and Sailors' Home, Bath—$50 a month and board.

---

*Increase from minimum to maximum as follows: First year, $35; second year, $37; third year and thereafter, $40.

New York State Soldiers and Sailors' Home, Bath (hospital)—$20 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—†$12 to $15 a month and maintenance.

KITCHEN HELPERS.

State Industrial School, Rochester (man)—‡$15 to $20 a month and maintenance.

Rome State Custodial Asylum, Rome—‡$15 to $20 a month and maintenance.

SUPERINTENDENT MESS HALL AND KITCHEN.

New York State Soldiers and Sailors' Home, Bath—$65 a month and maintenance.

BAKERY.

BAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$40 to $50 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—*$30 to $40 a month and maintenance.

Rome State Custodial Asylum, Rome—*$30 to $40 a month and maintenance.

Craig Colony, Sonyea—*$40 to $50 a month and cottage, with fuel and light, on the colony grounds.

New York State School for the Blind, Batavia—*$30 to $40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*$40 to $50 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $5 a month per annum.

†Increase from minimum to maximum as follows: First year, $18; second year, $20; third year and thereafter, $22.

‡Increase from minimum to maximum as follows: First year, $20; second year, $22; third year and thereafter, $25.

LAUNDRY.

HEAD LAUNDRYMEN AND LAUNDRESSES.

State Industrial School, Rochester (woman)—$25 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman)—$25 a month and maintenance.

Rome State Custodial Asylum, Rome—$40 a month and maintenance.

Craig Colony, Sonyea—$40 a month and cottage, with fuel and light, on colony grounds.

New York State Soldiers and Sailors' Home, Bath—$40 a month and maintenance.

Thomas Asylum, Iroquois—$25 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, Tarrytown—$20 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford (woman) —$25 a month and maintenance.

LAUNDERERS AND LAUNDRESSES.

House of Refuge, Randall's Island (laundresses)—*$14 to $20 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark (laundresses)—*$12 to $18 a month and maintenance.

Rome State Custodial Asylum, Rome (laundresses)—*$12 to $18 a month and maintenance.

Craig Colony, Sonyea (laundresses)—*$12 to $18 a month and maintenance; (launderer) †$15 to $20 a month and maintenance.

New York State School for the Blind, Batavia (laundresses)—*$12 to $18 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*$12 to $18 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—(laundresses)—*$12 to $18 a month and maintenance.

---

*Increase from minimum to maximum at the rate of $2 a month per annum.

†Increase from minimum to maximum as follows: First year, $15; second year, $17; third year and thereafter, $20.

BUILDINGS AND REPAIRS.

BLACKSMITHS.

Rome State Custodial Asylum, Rome—$35 a month and maintenance.

Craig Colony, Sonyea—$35 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$35 a month and maintenance.

CARPENTERS.

Elmira Reformatory, Elmira—$50 a month, without maintenance.

State Industrial School, Rochester—$50 a month, without maintenance.

House of Refuge, Randall's Island—$50 a month, with maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—$50 a month, without maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$50 a month, without maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$50 a month, without maintenance.

Rome State Custodial Asylum, Rome—$50 a month, without maintenance.

Craig Colony, Sonyea—$50 a month and cottage.

New York State School for the Blind, Batavia—$50 a month, without maintenance.

New York State Soldiers and Sailors' Home, Bath—$50 a month, without maintenance.

MASON AND BRICKLAYER.

Craig Colony, Sonyea—$50 a month and maintenance.

MASTER MECHANIC.

New York State Soldiers and Sailors' Home, Bath—$100 a month, without maintenance.

PAINTERS.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$35 a month and maintenance.

Rome State Custodial Asylum, Rome—$35 a month and maintenance.

Craig Colony, Sonyea—$45 a month and cottage, with fuel and light, on colony grounds.

PLUMBER.

Craig Colony, Sonyea—$50 a month and maintenance.

FARM AND GROUNDS.

FARMERS.

Elmira Reformatory, Elmira—$50 a month and maintenance.

State Industrial School, Rochester—$50 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*$35 to $40 a month and maintenance.

Rome State Custodial Asylum, Rome—$50 a month and maintenance.

Craig Colony, Sonyea—$50 a month and cottage, with fuel and light, on colony grounds.

New York State School for the Blind, Batavia—*$35 to $40 a month and maintenance.

Thomas Asylum, Iroquois—*$35 to $40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$50 a month and dwelling, with fuel and light, on the home grounds.

ASSISTANT FARMER.

Craig Colony, Sonyea—$35 a month and maintenance.

FLORISTS.

House of Refuge, Randall's Island—$60 a month and maintenance.

New York State School for the Blind, Batavia—$50 a month and board.

New York State Soldiers and Sailors' Home, Bath—$50 a month and board.

---

*Increase from minimum to maximum as follows: First year, $35; second year, $37; third year and thereafter, $40.

GARDENERS.

Elmira Reformatory, Elmira—$40 a month and maintenance.

House of Refuge, Randall's Island—$40 a month and maintenance.

House of Refuge for Women, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—$40 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—$40 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—$40 a month and maintenance.

Rome State Custodial Asylum, Rome—$40 a month and maintenance.

Craig Colony, Sonyea—$40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—$40 a month and maintenance.

LABORERS.

At all institutions—*$20 to $25 a month and maintenance.

SEWERAGE TENDERS.

Western House of Refuge for women, Albion—$35 a month, without maintenance.

Craig Colony, Sonyea—$35 a month and cottage, with fuel and light, on the colony grounds.

TEAMSTERS.

At all institutions, except Randall's Island—*$20 to $25 a month and maintenance.

House of Refuge, Randall's Island—$30 a month and maintenance.

DAIRYMAN.

Craig Colony, Sonyea—$45 a month and cottage, with fuel and light, on the colony grounds.

BUTCHER.

Craig Colony, Sonyea—$35 a month and maintenance.

---

*Increase from minimum to maximum being as follows: First year, $20; second year, $22; third year and thereafter, $25.

*REPORT

OF

Select Senate Committee to Visit Charitable and Penal Institutions.

1857.

*Reprinted because of its historic interest and value.

STATE OF NEW YORK

No. 8.

IN SENATE,

JANUARY 9, 1857.

REPORT.

OF SELECT COMMITTEE APPOINTED TO VISIT CHARITABLE INSTITUTIONS SUPPORTED BY THE STATE, AND CITY AND COUNTY POOR AND WORK HOUSES AND JAILS.

To the Hon. HENRY R. SELDEN, *President of the Senate:*

SIR:—The Select Committee of the Senate, appointed under the annexed resolution, passed February 7, 1856, herewith report to the Senate the result of their labors.

Very respectfully yours,

MARK SPENCER,
GEORGE BRADFORD,
M. LINDLEY LEE,
Committee.

STATE OF NEW-YORK,
IN SENATE, FEB. 7, 1856.

Resolved, That a committee of three from the Senate, be appointed by the President, to visit, after the adjournment of the Legislature, all charitable institutions supported or assisted by the State, and of all city and county poor and work houses and jails; and said committee shall have power to examine into the condition of the said establishments, their receipts and expenditures, their methods of instruction and the government, treatment and management of the inmates, the conduct of the trustees, directors, or other officers of the same, and all other matters whatever pertaining to their usefulness and good government; and that for the purposes of the investigation, the committee shall have free access to all books and papers relating to the said establishments; and all persons in any manner connected therewith, shall give all such information as the committee may request; and that said committee have power to send for persons and papers, and to take testimony: Provided that said committee shall receive no compensation for their services, other than the actual expenses incurred in making said examination, and that the committee report to the next Legislature.

By order of the Senate,

S. P. ALLEN, *Clerk.*

STATE OF NEW-YORK,
IN SENATE, *March* 24, 1856.

The President appointed Senators Spencer, Bradford and Lee, a select committee under the foregoing resolution.

A copy from the minutes.

S. P. ALLEN, *Clerk.*

REPORT.

[The Senate having ordered the printing of an additional number of copies of this report, an opportunity is afforded the committee of saying what was omitted when it was submitted to the Senate, that all their visits were necessarily made during the summer and autumn, when it will be seen that the average number in the poor houses is twenty-five per cent. less than in the winter. It is apparent, therefore, that they were seen under the most favorable circumstances, and that they did not witness the suffering that might be seen at this season, when the sleeping rooms are crowded, the want of fuel, clothing and bedding most felt, the destitute condition of the children more pitiable, and more general suffering prevailing, and they feel called upon to make this explanation, as many of these houses have been recently visited by those long accustomed to such duties, and who represent them in a much worse condition than they are reported by the committee.]

Mr. Spencer from the select committee appointed by the Senate, under a resolution passed February 7, 1856, "to visit, after the adjournment of the Legislature, all charitable institutions supported or assisted by the State, and all city and county poor and work houses and jails," and "to examine into the condition of the said establishments, their receipts and expenditures, their methods of instruction, and the government, treatment, and management of the inmates, the conduct of the trustees, directors, and other officers of the same, and all other matters whatever pertaining to their usefulness and good government,"

REPORTS:

Since the adjournment of the Legislature, they have, for five months, with some intermissions, been engaged in the investigations required by the resolution of the Senate. They have diligently examined into the existing condition of the poor houses, work houses, hospitals, jails, orphan and lunatic asylums, and other charitable and reformatory institutions, supported or assisted by the State; and have committed to writing the evidence

taken in the course of their investigations, an abstract of which is appended to this report.

Much of the evidence is necessarily of such a character, that a publication of it, in detail, for general perusal, would not be desirable. The abstract prepared by the committee, as an appendix to this report, is sufficient for the purpose of illustrating and sustaining the criticisms, remarks and arguments of the committee, and of communicating such statistics and details, not otherwise contained in the report, as seem to be requisite for public information.

I. POOR HOUSES, ALMS HOUSES, AND KINDRED CHARITIES.

Exclusive of the alms houses and poor houses in New-York and Kings counties, (which are particularly referred to in the appendix,) there are fifty-five poor houses in the State; the average number of inmates for the year, according to the testimony taken by the committee, being 6,420. The actual number of inmates at the time when the committee was engaged in its examinations, was 4,936, of which 2,670 were foreign born, and 1,307 were children. During the past year, the number of deaths in these fifty-five poor houses was 770. Such a great mortality as this number indicates, should arrest the public attention.

The number of lunatics found confined in the poor houses (excepting those in New-York and Kings counties) was 837, (329 males and 508 females) of which number 301 were received during the last year. Of the whole number, 130 were reported as being in *cells* and *chains*. During the year, 59 improved, and 26 recovered. All were *paupers* except 27. Why these twenty-seven should be confined in a *poor house* can only be accounted for by the inadequate provision now made by the State for accommodating the poor insane. This circumstance impressed the committee with the urgent necessity of providing additional establishments similar to the State Asylum at Utica. At least two such are required for present emergencies. A bill was reported to

the Legislature at its last session, by a select committee of the Senate, providing for this necessity, which in its principal features, at least, and probably in its details, deserves the favorable consideration of the Senate, and, in the judgment of the committee, ought to become a law. Sufficient reasons for such an opinion may be found in the report of the select committee who introduced the bill, and they are fortified by the facts attested to by the various witnesses whose testimony is appended to this report.

There was found in these poor houses 273 idiots, 25 deaf-mutes, and 71 blind persons. Of those numbered as idiots, many are simply demented, and are suitable subjects for lunatic asylums. The average weekly support of the inmates is eighty-three cents.

The poor houses throughout the State may be generally described as badly constructed, ill-arranged, ill-warmed, and ill-ventilated. The rooms are crowded with inmates; and the air, particularly in the sleeping apartments, is very noxious, and to casual visitors, almost insufferable. In some cases, as many as forty-five inmates occupy a single dormitory, with low ceilings, and sleeping boxes arranged in three tiers one above another. Good health is incompatible with such arrangements. They make it an impossibility. (Note A.)

The want of suitable hospital accommodations is severely felt in most of the poor houses. The sick, considering their physical condition are even worse cared for than the healthy. The arrangements for medical attendance are quite inadequate to secure that which is suitable; the physician is poorly paid, and consequently gives only such general attention as his remuneration seems to require. In some cases, the inmates sicken and die without any medical attendance whatever. In one county almshouse, averaging 137 inmates, there were 36 deaths during the past year, and yet none of them from epidemic or contagious disease. Such a proportion of mortality indicates most inexcusable negligence.

A proper classification of the inmates is almost wholly neglected. It is either impossible, or when possible, it is disregarded.

(Note B.) Many of the births occurring during the year are doubtless, the offspring of illicit connections. During the last year, the whole number of births was 292. The indiscriminate association of the sexes generally allowed strongly favors this assumption. By day, their intercourse is common and unrestricted; and there is often no sufficient safe-guard against a promiscuous intercourse by night. In one case, the only pretence of a separation of the sexes consisted in the circumstance of separate stairs being provided at each end of a common dormitory; and a police regulation, requiring one sex to reach it by one flight, and the other sex by another, appeared to be deemed a sufficient preventive of all subsequent intercourse.

In two counties, the committee found that the poor houses were supplied by contract, the contractor being allowed to profit by all the labor which he could extort from the paupers. In *both* counties, the contractor was a *superintendent of the poor;* and in *one,* he was *also keeper of the poor house.* In one, the keeper received his compensation from the contractor; and in this case, the food supplied was not only insufficient in quantity, but consisted partly of tainted meat and fish. The inmates were consequently almost starved. They were also deprived of a sufficiency of fuel and bedding, and suffered severely from cold. So gross and inhuman was the conduct of the contractor for this poor house, that two female inmates (lunatics,) were frozen in their cells (or rather sheds,) during the last winter, and are now cripples for life.

The treatment of lunatics and idiots in these houses is frequently abusive. The cells and sheds where they are confined are wretched abodes, often wholly unprovided with bedding. In most cases, female lunatics had none but male attendants. Instances were testified to of the *whipping* of male and female idiots and lunatics, and of confining the latter in loathsome cells, and binding them with chains. In one county, where eleven lunatics were confined, six were in chains, some of whom were females. In several of these cases, the patients were not violent;

but it may be proper to say that the severity and inhumanity of their treatment were probably owing to the apprehensions and ignorance of the keepers, rather than to any intentional harshness or any unkindness of disposition.

In some poor houses, the committee found lunatics, both male and female, in cells, in a state of nudity. The cells were intolerably, offensive, littered with the long accumulated filth of the occupants, and with straw reduced to chaff by long use as bed ding, portions of which, mingled with the filth, adhered to the persons of the inmates and formed the only covering they had.

A great evil of the poor houses is idleness. Its effects are most visible in the winter season, when the houses are crowded, when there is little out door work to be done, and when the inmates are in the most vigorous state to do full work. In all the large counties, at least, work houses should be established, either in connection with the poor houses or as distinct establishments; and suitable legal power should be given to the proper officers to consign able bodied paupers to the work house instead of the poor house proper. Such work houses would tend to diminish pauperism; at all events, to diminish the burthen of it. Under suitable regulations, and with little public aid, the committee are satisfied that work houses, if generally established, would become most useful and economical auxiliaries in the support of paupers, and in restoring them to positions of independence and respectability. (Note C.)

A still more efficient and economical auxiliary in supporting the poor, and in the prevention of absolute pauperism, consists, in the opinion of the committee, in the proper and systematic distribution of *out door* relief. Worthy indigent persons should, if possible, be kept from the degradation of the poor house, by reasonable supplies of provisions, bedding, and other absolute necessaries, at their own homes. Half the sum requisite for their maintenance in the poor house would often save them from destitution, and enable them to work in their households and their vicinity, sufficiently to earn the remainder of their support during

the inclement season when indigence suffers the most, and when it is most likely to be forced into the common receptacles of pauperism, whence it rarely emerges without a loss of self respect and a sense of degradation. The committee are confirmed in their opinion by the success of the system of *out door* relief practiced in the city of New-York; and they see no good reason why a similar system might not be adopted throughout the State, with great benefit to the several counties, as well as to those indigent persons who require only occasional assistance. The present provisions of law seem to be inadequate and ill-suited to the purpose.

In many instances the committee learned that the poor houses were not visited by the supervisors for more than a year. They cannot but regard this as a gross neglect of public duty, and therefore submit it to public criticism, and to such legislative interference as may effect a more efficient supervision.

It will be seen that in the counties of Queens and Suffolk, no county poor houses are established. By the appendix it will appear that a poor house for two towns, in Queens county, was visited by the committee, but here they saw nothing creditable to those having charge of the establishment, and it was understood, in some of the other towns of that county, the man who would *bid* the lowest price, secured to himself the profit of keeping the poor of the town, and that they were accordingly delivered to his *care*. The committee visited one town poor house at River Head, in the county of Suffolk, and though there were only three or four inmates seen, they were evidently well provided for and kindly treated. It was represented that there was similar provisions made in all the other towns in the county.

The opinion is prevalent that the poor houses are asylums for the worthless and vicious only. Among the inmates, however, the committee found persons of great worth and respectable character, reduced to extreme poverty, not by any vice or fault of their own, but by some inevitable loss of property, or of friends and relatives, who, if living, would have supported them in their

age and infirmities. In one county, they met with a soldier who had served under Washington in the wars of the revolution, still of sound mind, and in good health; but who was until lately ignorant that he was entitled to a pension that would suffice to make the residue of his life comfortable outside of a poor house. He is now about to obtain it, as he doubtless deserves it. Poor houses, if properly conducted, might be what they were originally designed to be, comfortable asylums for worthy indigence. To suffer them to become unsuitable refuges for the virtuous poor, and mainly places of confinement for the degraded, is to pervert their main purpose; and the present management of them is such that decent poverty is virtually excluded until the last extremity of pauperism is reached, when the necessity of supporting mere existence compels it reluctantly to seek the scanty comforts of a poor house rather than to suffer the horrors of starvation outside.

The most important point in the whole subject confided to the committee, is that which concerns the care and education of the children of paupers. There are at least thirteen hundred of these now inmates of the various poor houses, exclusive of those in New-York and Kings county; enough, in these nurseries, if not properly cared for, to fill some day all the houses of refuge and prisons in the State. As receptacles for adult paupers, the committee do not hesitate to record their deliberate opinion that the great mass of the poor houses which they have inspected, are most disgraceful memorials of the public charity. Common domestic animals are usually more humanely provided for than the paupers in some of these institutions; where the misfortune of poverty is visited with greater deprivations of comfortable food, lodging, clothing, warmth and ventilation than constitute the usual penalty of crime. The evidence taken by the committee exhibits such a record of filth, nakedness, licentiousness, general bad morals, and disregard of religion and the most common religious observances, as well as of gross neglect of the most ordinary comforts and decencies of life, as if published in detail would disgrace the State and shock humanity. The committee hesitates

to record in the pages of their report the particular instances which would amply justify their general condemnation of these misnamed charitable provisions for the *adult* poor. But with respect to *children*, the case is far worse; and the committee are forced to say that it is a great public reproach that they should ever be suffered to enter or remain in the poor houses as they are now mismanaged. They are for the young, notwithstanding the legal provisions for their education, the worst possible nurseries; contributing an annual accession to our population of three hundred infants, whose present destiny is to pass their most impressible years in the midst of such vicious associations as will stamp them for a life of future infamy and crime. From such associations they should be promptly severed; and provision should be made for them either in asylums devoted to their special use, or in such orphan asylums as would consent to take charge of them for a fair compensation to be provided by the State, or by the several towns and counties properly chargeable with the expense.

Although pauperism is not in itself a crime, yet that kind of poverty which ends in a poor house, unless it is the result of disease, infirmity, or age producing a positive inability to earn a livelihood, is not unusually the result of such self-indulgence, unthrift, excess, or idleness, as is next of kin to criminality. With such pauperism as that it is certain that the young should not be associated and trained to maturity; for it is an association with discomfort, evil manners, profanity, and licentiousness. The education which the statutes provide for them is not suited to their particular case. In-door instruction is often confided to unfit and vicious teachers (Note D.); and the attendance of pauper children at schools in the vicinity of the almshouse is accompanied by a sort of disgrace attaching to their position which has a most unfavorable influence. Orphanage is not subject to the like stigma; and therefore to go from an orphan asylum to a public school does not expose the orphan to the same taunts and inconsiderateness that follow the pauper child who is the inmate of a poor house; which is generally reputed, in its vicinity, as a habi-

tation for vice and degradation, so low has it fallen from its original purpose.

If adequate provisions cannot be made in the various existing orphan asylums, and such as may be hereafter founded, for the support and education of these unfortunate children of poverty, as a consideration for increased benefactions from the State or from the counties, then the committee most earnestly recommend the establishment of special institutions for the purpose of maintaining and educating them by themselves, apart from the contaminations which now surround and vitiate them. It would, in the end, prove a most useful and economical public charity, and one which the present state of the almshouses seems to demand very urgently, if the welfare of succeeding generations is worthy of the care of the present one. (Note E.)

Attempts have been made, in some of the counties, to establish separate asylums for *insane* paupers. As a saving of expense to the county in the maintenance of these appears to be a principal object, it is obvious to the committee, considering all the circumstances requisite to be observed, that such efforts must terminate either in sacrificing the lunatic or the purpose of economy sought to be achieved. A lunatic asylum for every county, properly constructed, on suitable grounds, and with due regard to warmth, ventilation, bathing, and all the peculiar necessities of the insane, including suitable medical and other attendance, must necessarily involve not only an original outlay, but a constant annual expenditure, far exceeding, in comparative amount, that which would be incurred for the support and care of the same number of inmates in four or five larger institutions properly distributed throughout the State. So many different asylums could not employ, without extravagance, the necessary medical aid and experience; and they could not be so constructed and arranged, without great expense, as to allow of a proper and essential classification of the patients whether for health, improvement, or cure. They would doubtless serve to ameliorate somewhat the condition of those who are now unfortunately confined to the ordinary

almshouses; but, at considerable additional expense to the counties, they would still leave them in a worse condition than if they were the inmates of an asylum assisted and managed by the State.

It would not be difficult to show that it must cost a county more to support an independent asylum for its insane poor, with the same care of the patient, than to send them to the State Asylums and support them there. It would be still easier to show that if the difference of cost were the reverse of that, the well-being of the insane will be sacrificed in an equal or greater proportion. The parsimony which would stint them in the enjoyments and comforts that might conduce to their restoration, if curable, and would certainly solace their nights and days if incurable, is very questionable in its humane, as well as its economical aspects. In the opinion of the committee, therefore, it is not desirable to encourage the foundation of such a multiplicity of lesser asylums as would place each county on an independent footing with respect to insane paupers. It is bad economy, and worse humanity; and the tendency of it must be to send to the State Asylum as "indigents" simply, *and at the charge of the counties,* "many who are legally paupers," and who, under that designation, would, but for the interference of humane friends and considerate judges, be necessarily consigned to such unfit abodes as the county asylums, to be at the mercy of some selfish contractor, who might farm out a contract made on starvation estimates to some subordinate who must reduce the starvation limit still lower, if he would not starve himself.

The details and statistics respecting the alms houses and kindred institutions in New-York and Kings county, and respecting poor houses, work houses and penitentiaries in other parts of the State, are fully given in the appendix to this report.

Before passing from the subject of poor houses, the committee may be allowed to say that it is much to be regretted that our citizens generally manifest so little interest in the condition even of those in their immediate neighborhood. Individuals who take

great interest in human suffering whenever it is brought to their notice, never visit them, and are entirely uninformed, that in a county house almost at their own doors, may be found the lunatic suffering for years in a dark and suffocating cell, in summer, and almost freezing in the winter,—where a score of children are poorly fed, poorly clothed, and quite untaught,—where the poor idiot is half starved and beaten with rods because he is too dull to do his master's bidding,—where the aged mother is lying in perhaps her last sickness, unattended by a physician, and with no one to minister to her wants,—where the lunatic, and that lunatic too, a *woman,* is made to feel the lash in the hands of a brutal under-keeper—yet these are all to be found—*they all exist in our State.* And the committee are quite convinced that to this apparent indifference on the part of the citizens, may be attributed in a great degree, the miserable state to which these houses have fallen; and they would urge upon the benevolent in all parts of the State to look into their condition, and thus assist to make them comfortable abodes for the indigent and the unfortunate.

II. ORPHAN ASYLUMS.

It is agreeable to turn from the consideration of the poor houses and their mismanagement, to the examination of the Orphan Asylums to which the benefactions of the State are contributed. The committee visited them all. Whether it be that the principal charge of these is confided to females, or whatever be the cause, it is certain that with less comparative expenditure of the public moneys an incomparably greater amount of comfort, cleanliness, kind treatment, health, and good education is secured to the inmates, than happens to be the lot of the paupers in our poor houses.

To a cordial expression of praise respecting the general management and good condition of the Orphan Asylums, the committee most cheerfully add a recommendation of them to the liberal support of the State government; and especially if additional benefactions can be made the means of relieving the poor

houses of their young inmates, by providing for their support and education in the Orphan Asylums as heretofore suggested by the committee. Children, whose parents are paupers in the legal sense, and actual residents in pauper asylums, are generally to all practical intents as much orphans as those who are deprived by death of their natural protectors; and their actual condition is much more pitiable. An association with their destitute parents, and their necessary poor house companions, is not only a deprivation of the attention and comforts which they ought to enjoy during their tender years, but it is a fatal exposure to examples of most evil tendency. Their chance to become virtuous and exemplary citizens is the most desperate of all human chances; and upon a future generation is inflicted the necessary consequence of supporting them as criminals in our jails and prisons.

The Orphan Asylums are twenty-six in number and contain 2816 children, of whom 2224 are of foreign parentage, to whose support the State appropriates the annual sum of thirty-five thousand dollars.

In connection with this fact the committee desire to state that the cost to the public of supporting 678 prisoners confined in the *jails,* is eighty thousand seven hundred and thirty dollars. The inference is, that to educate one orphan to usefulness, the public treasury expends less than one-tenth as much as it does to maintain one useless convict in jail.

At suitable ages, orphan children are placed in respectable families, (by which they are frequently adopted as children,) or they are indentured, the boys to farmers and mechanics, the girls to learn housekeeping and needle work. The care of the managers still follows them beyond the precincts of the asylum, until they become of age, and if they are unsatisfactorily provided for, or are ill-treated, new situations are obtained for them. The committee in all cases made strict inquiry as to the standing and reputation of the inmates who had left the asylums, and it was ascertained that, with few exceptions, they became good and useful citizens.

III. LUNATIC ASYLUMS.

For statistical and other details respecting the lunatic asylums endowed or assisted by the State, the committee refer to the appendix to this report. They are as well and efficiently managed as is possible with the means and conveniences at the command of the superintendents and managers, and in conformity to the existing provisions of law. A particular examination of these has forced the committee to a conclusion which seems to have been generally adopted by the superintendents and managers of such asylums, both in this country and abroad; that the common practice of transferring insane *convicts,* or convicts assumed to be so, from the prisons to the lunatic asylums is impolitic, injurious and unjust. Lunacy has no necessary association with crime; nor should lunatics be enforced to an association with criminals. It is an association every way detrimental to the lunatic, and no way beneficial to the criminal. While lunacy may be wisely deemed a sufficient cause for absolving a convict from punishment, it is not a sufficient one for letting him loose on the community at large, and much less upon that afflicted portion of it, for whose protection and care asylums are founded and maintained. A decent respect for their infirmity demands that they should not be legally associated with those outcasts of society, who, in the possession of their faculties, have degraded themselves by crime.

The original act establishing the State Lunatic Asylum made no provision for *insane convicts;* and experience shows that it was wisely framed in that particular. Of fifty convicts discharged from incarceration for crime, and transferred to the State Lunatic asylum, fourteen eloped soon after the transfer. Only one or two of these were really insane. The others feigned insanity. They were mostly burglars or robbers, who preferred the chances of escape from an ill-protected asylum, to the certainty of detention in a well guarded prison; and who therefore simulated insanity as the shortest way to impunity and freedom.

The existing statutes seem to favor such modes of escaping the penalties of crime, and defeating criminal justice. While the law requires that a plea of insanity interposed before conviction shall be tried by a jury upon competent evidence; yet, after a conviction, it allows a question of insanity to be decided by the sole judgment of the medical and other officers of a prison (not usually experts in insanity,) who are legally impowered to transfer a convict from a prison, where labor and severity of treatment are his due punishment, to an asylum, where he is not only free from both, but is tempted by a facility of escape of which he does not hesitate to take speedy advantage. A prison is a place of strict confinement and enforced labor, by way of *punishment;* an asylum is simply a place of confinement, by way of isolation, and for the benevolent purpose of protection and *cure.* To make the two places common, is to confound two different intents of the law and of humanity, and to defeat both.

It seems to the committee, therefore, that there is an imperative necessity to provide some safe building connected with a public prison, as a part of its hospital department, to which convicts who are found, on a proper legal investigation, to be insane, may be removed; and in which they may be confined, not only for the cure of their insanity, but for the safe keeping of their persons, and for the protection of the community against their criminal propensities. Their case is very different from the case of the usual inmates of lunatic asylums. They have been convicted justly of crime; and, but for their subsequent infirmity, would expiate their offence by the usual severities and disgrace of incarceration. Lunacy should absolve them from actual punishment; but it should not involve the innocent insane in the terrors, dangers and disgrace of an association with them.

While the committee, for these reasons, feel constrained to recommend, most earnestly, the establishment of a separate institution for insane convicts, they are equally constrained to recommend a greater conformity to the usual forms of law and judicial proceeding, in solving the question of their insanity. The pres-

ent looseness in that respect, produces great evil. If it be proper, as it has always been customary, to require that no person shall be deprived of the control of his person or property without an inquisition by a jury, on due legal proof, as to his capacity to control himself and his affairs; or if it be proper that a person indicted for a crime, who offers a plea of insanity for his defence, should have the question of his sanity tried by a jury; it certainly seems to be much more important, that *after a due conviction* on the verdict of a jury, under the instructions of a court, it should not lie in the mere discretion of the medical and other officers of a prison, to subvert the course of criminal justice, and to dismiss a convict from the rigid constraints of a prison to the comparative ease of an asylum, and the consequent facility of an escape to renew his offences. Whenever the question of insanity arises in respect to crime and its penalties, it should be judged according to the usual forms of the law; and more strictly so *after* a conviction than *before* it. A conviction is the legal stamp of guilt, after all the evidence of both parties is heard: an indictment is merely the formal suggestion of it, after hearing the evidence of the accuser only. The opinion of the medical officer of the prison, (especially if he be an expert in insanity,) respecting the sanity of a convict, might suffice for some emergency, or for a temporary purpose, but it should not suffice to discharge him from punishment, nor be tantamount to an overruling of the judgments of courts and juries and the sentence of the law. An allegation of insanity, pending imprisonment, should be tested as formally, and by the same judicial modes as a plea of insanity pending a trial. The same reasons apply to both circumstances, and with more force after a conviction. Medical advisers are important in their place; but it is not their particular vocation to be the substitutes for courts and juries, or to have a substantial appellate power, enabling them as the statutes now do, to overrule in the most informal and summary way, both courts and juries, as well as to exercise a kind of executive power by virtually remitting or modifying the punishment of crimes.

The committee do not by any means intend to intimate that the discretion of the officers of the prisons in this State, in regard to insane convicts, has been abused or misdirected. They state the case upon general principles. The insanity of convicts, like the insanity of other men, should be ascertained by the usual legal modes. The inquisition of a jury may not be absolutely the surest way of reaching the truth; but it is the usual way, conformable to the common law, and to the feelings and customs of the country. If such an inquisition be properly required by law to test a plea of insanity interposed to an indictment before a conviction, it seems to be more requisite after a conviction when the effect of it may be to discharge the convict from a penalty to which a jury on suitable evidence, had adjudged him to be legally amenable, and to which the court had given its sanction by pronouncing a sentence according to the degree of the offence.

The whole number of convicts who become really insane is not so great as to demand extensive accommodation for their especial use; and those who simulate insanity deserve as little accommodation as consists with security. A small appropriation for a building to be erected on the capacious grounds enclosed within the outer wall of the Auburn prison, would enable the State to make a fair experiment of a separate establishment for insane convicts; an experiment which is demanded by humane considerations towards lunatics not under conviction for crime, as well as for the protection of the community against those who are.

The grounds of the Auburn prison have been suggested by the committee as a site, because of the centrality and healthfulness of the position, the magnitude of the area now safely inclosed (about four acres) and the economy with which the proposed experiment may be made. Should the Legislature see fit to found such an asylum, it should be placed under the general charge of the Inspectors of Prisons. But there should also be a board of visitors, having the same general powers and duties as the Managers of the State Lunatic Asylum, and to be appointed in the same manner. A majority of them should be of the vicinage to facilitate the performance of their duties.

The asylum being a part of the hospital department of the prison, the physician of the prison should be its ordinary physician and superintendent. But he should be at liberty to consult with the superintendents of such lunatic asylums as are within the control of the State authority, and it would be made their duty, by law, to give him their advice whenever required.

The discipline of such an asylum should not, of course, be the ordinary discipline of prisons; but provision should be made for the employment of its inmates in such modes of labor as may conduce to their support, with due regard to their health, and to their physical and mental improvement. Their insanity having been duly ascertained by the inquisition of a jury before their removal from the prison proper, they should be legally presumed to be insane, and retained in the asylum, until another inquisition shall establish their sanity, and they should then be recommitted to prison to pay the prescribed penalty for their crimes. The prison physician should therefore be required in all cases, whether of feigned insanity or of presumed restoration to reason, to apply to the proper tribunal for an inquisition to establish the fact, and the verdict of the jury should determine the question of confinement whether in the prison or in the asylum.

IV. ASYLUMS FOR IDIOTS, DEAF-MUTES AND THE BLIND.

STATE IDIOT ASYLUM.

The asylum for idiots was established, and commenced receiving pupils in 1851. It was first opened and placed under the direction of a board of trustees appointed by the State, a few miles north of the city of Albany, where it continued till August, 1855. The success of the undertaking being established, larger accommodations were required, and it was determined to erect suitable buildings in a more favorable location.

The citizens of Syracuse having offered to contribute a sum nearly sufficient, to purchase suitable grounds near that city, eighteen acres of productive land were bought for the site of the

new asylum, and in September, 1854, the corner stone of the new edifice was laid. The site is an elevated one, being sixty feet above the general level of the plain, upon which the city of Syracuse is built, and commands a fine view of the surrounding country. The building which presents a pleasing exterior, was completed in August, 1855, and the pupils removed to it in the following month. It is constructed according to a plan submitted to the Legislature in 1855. The convenience, comfort and safety of the pupils are apparently well provided for; the school rooms are hardly surpassed in convenience of arrangement by any in the State; the whole are well warmed, the dormitories well ventilated, and a large gymnasium affords all necessary facilities for training the physical organs, so necessary to children of this class. The whole property has not cost over 75,000 dollars; and an examination of the buildings convinced the committee that the money of the State has been judiciously and economically expended by the trustees.

The asylum is capable of accommodating 150 pupils, and there are now 104 under instruction. The annual expenses will be found to be 16,000 dollars and last year $2,333.88 was received from paying pupils. In consequence of the failure of the annual appropriation a considerable balance against the asylum has accumulated, which the trustees have been compelled to borrow upon their individual responsibility, and from which they should be promptly relieved. By its failure also the operations of the asylum for the current year have been greatly retarded; a number of indigent idiotic children entitled to admission have been refused, and provision ought to be made if possible against the effects of a similar occurrence. It is highly important that the grounds should be enlarged by the purchase of the adjoining land on the north side of, and very near to the principal edifice, and it is supposed that this is a favorable time for obtaining it.

The committee had full opportunity to witness the system of instruction in the asylum, the chief object of which is to raise the imbecile from his degradation and awaken him to a conscious-

ness of existence as a moral and intellectual being; and it was truly gratifying to find that these unfortunate ones are susceptible of a high degree of improvement. This however can only be accomplished by a skillful, enthusiastic, patient superintendent; assisted by teachers possessing similar qualifications, and it was noticed by the committee that those chosen for this difficult task, were all females, whose gentleness and patience commended them to his choice. The condition of most of those received here can hardly be known except to those who have visited the asylum. Commissioners appointed by the Legislature of a neighboring state to visit this institution, said of them: many are pitiable objects, often unable to walk or speak, uttering the peculiar moan of the idiot, frequently malicious, violent, destructive and filthy in their habits; it would seem that they were beyond the reach of human aid—monuments of GOD'S anger— but this is not the view the superintendent and the teachers take of them. Past experience has convinced them, that these beclouded intellects into which the first ray of reason has not yet shone may be enlightened, that these brutal natures may yet offer from humble and loving hearts their petitions for pardon, and their orisons of praise to our COMMON FATHER.

The State of New-York was the first to erect a State Idiot Asyum, and has now the satisfaction of having successfully demonstrated that those usually called idiots may be so trained and instructed as to render them useful to themselves and fitted at least to learn some of the ordinary trades, or to engage in agriculture, and her citizens as they pass her great western thoroughfares may now point to this elevated building, as evidence of the wisdom of the undertaking, and completing the circle of our State's charities, now embracing every class whose infirmities call for public aid.

The committee visited and examined the institutions for the instruction of the deaf and dumb and the asylum for the blind, and refer to the appendix for particulars respecting their condition and progress.

V. HOSPITALS, DISPENSARIES AND INFIRMARIES.

With respect to these institutions the committee refer for particulars to the account given of them in the appendix. They are under good management, and deserve the commendation of the committee, as well as continued encouragement and benefactions.

VI. HOUSES OF REFUGE.

The State of New-York claims to have been first in the United States in establishing houses of reformation for juvenile delinquents.

The New-York house of refuge is now in the extent of its operations, the greatest reform school in the world. Established in 1824, it has served as a model to the various houses since established elsewhere. In 1848 the State purchased a small farm near Rochester, and erected a house of refuge, and placed it under the care of a board of managers.

These houses of refuge are under similar regulations; the institution in New-York receiving both boys and girls from all parts of the State, the one in Rochester receiving boys only, both being schools of reformation—receiving such children only, as are committed by judges or police magistrates, and retaining the control of them until they are of age. Strictly parental in their government, the managers take the place of the parent who has forfeited his natural claim to guardianship, and educate and discipline the child for the period the parent would discharge the same duty; and they receive them in full confidence that though stained with crime, the stains may be washed away, and past deficiencies be remedied by instruction and discipline. Here the State provides a home for the neglected erring child, and in many cases a more comfortable and happy home than they have ever known before; where they are properly provided for—receive instruction in the ordinary branches of a common school education; are trained to habits of industry, and have instilled into their minds those principles of moral and religious truth, which will fit them for a life of virtue, happiness and usefulness. After remaining in the

house a sufficient time, which varies in different cases, but averaging perhaps a year and a half, they are indentured to persons of good character, living in the country, away from their former companions and thickly spread snares of the city; and it is found that there is no want of demand for these children as apprentices, which shows that their training makes them valuable as such, and that there is no stigma branded upon their characters—and their conceptions of their own position is transformed into earnest confidence and hopeful aspirations. They leave the refuge feeling a sense of independence, that their stains are washed out, that they are restored, and look back in after life to the houses of mercy, invoking blessings on those by whose interposition the headlong current of their early life was stayed, and turned into channels of private worth and social usefulness and respectability.

VII. JAILS AND PENITENTIARIES.

Nearly all of the jails in the State are insufficient to fulfill the purposes contemplated by law. No adequate provisions are usually made by the counties to enable the jailor, however well disposed, to discharge the duty which is clearly enough imposed on him by the statutes. Witnesses and criminals are often confined in the same apartment, (not unfrequently a *cell,*) and females, without discrimination of the various causes for their commitment are compelled to associate together. In one instance, the committee found a lad of eight years confined in a cell with two old offenders, one charged with rape, and the other with burglary. Cases not unlike this are common. (Note F.)

Many of the jails are extremely unhealthy places of confinement. They are insecurely built, damp, and unventilated, and the air which the inmates are compelled to respire continually, is very offensive and productive of disease.

The statutes require that each room or cell in a jail shall be provided with a Bible. This if often disregarded. They also require the classification of prisoners; and to this point the committee were particular in making inquiries. In most cases the answers were to the effect that the jail accommodations were

such as to forbid such a classification; and a personal inspection by the committee usually corroborated the truth of the answers. For this grave omission of duty, the county authorities are responsible, rather than the subordinates in immediate charge of the jails; many of whom seem disposed to conform to the law as closely as their limited means will permit; but so little attention has been paid to the just requirements of the law, that there are but fifteen jails in the State in which prisoners can be classified, and only thirty-two in which they are supplied with Bibles. (Note G.)

Grand juries have from time to time visited these county prisons, and presented many of them as nuisances; but the mere presentment of them has no legal effect, and serves merely to call the public attention, in a formal way, to the existence of the evils. If such presentments could be made to assume the legal force of an indictment against the supervisors, the jailor, or other delinquent whose duty has evidently been grossly neglected, they might have an effect in ameliorating the state of the jails, and producing a conformity to the humane and politic intentions of the law, which are now sadly overlooked or perverted. The committee suggests that an amendment of the statutes might provide that whenever such presentments are made by the grand inquest, it shall be the duty of the court receiving the presentment forthwith to require the district attorney to frame an indictment against the actual or presumed delinquents, and to detain the grand jury until they shall find or ignore it.

The whole number of persons confined in the jails is 678, and intemperance is the cause of the confinement of three-fourths, or 75 per cent. of the whole number. The average cost of their support, so far as it could be ascertained, is about two dollars and twenty-six cents each per week.

Compared with the cost of supporting paupers and orphans, the cost of supporting criminals would seem extravagant. In a punitive respect, it would be more humane and consistent with justice that the case should be reversed.

In the three penitentiaries of this State there are 1212 inmates, as stated in table C annexed to this report, showing that the whole number in penitentiaries, jails, houses of refuge and work houses, is 3863.

The committee cannot close their remarks on the jails of our State, without alluding to one other point in connection with this subject. Observation has led us to the conclusion that one at least of the objects of imprisonment of those guilty of crimes and misdemeanors is lost sight of. The community at large, officers of justice, jailors and keepers of penitentiaries, seem to think that violators of good and wholesome laws, should not only suffer the penalty attached to the violated laws, but the association of wrong doing and criminality with the criminals, leads many to feel that the wrong doer has by his wickedness cast himself beyond the reach of human sympathy. Hence he is too often treated as an outcast, and is not only incarcerated within the walls of a prison, but when there, often treated inhumanely.

The facts stated above show most conclusively that in a very large majority of our jails, prisoners cannot be confined long, without serious injury to their health; cold, damp, many of the cells below the surface of the surrounding grounds; with no means of ventilation, the inmates breath the same foul atmosphere day after day, and are supplied, too, often, with coarse and insufficient food, straw for a bed, no employment to help them pass their dreary hours, the old and hardened criminal associated with the juvenile offender instructing him in all the tricks and devices of the most depraved. What wonder is it that he comes out of prison, not only a more hardened villain, but mad with all the world! He may feel he has done wrong in the commission of the crime for which he was imprisoned, but he still feels he is a human being and entitled to humane treatment. Instead of receiving this, his bodily sufferings have been such as to make him look upon every man he meets as his enemy, and he goes forth to commit further depredations upon society.

We believe that offenders against our laws, should be subject to the penalty of the violated laws.

Punishment should be sure to follow transgression. The object of confinement should be, not only the punishment of the offender, and the protection of community against further depredations, but should also seek the reformation of the criminal. It should be so conducted, and tempered with mercy that when the offender goes forth after his incarceration, he will be a reformed man, an honest citizen. This can only be done by a change in the construction, and in the government of most of our jails; making them more healthy by constructing them in all cases above the surface of the surrounding grounds; by providing means for free ventilation and cleanliness, better food for the inmates, a proper classification of the prisoners, constant employment; not suffering the old hardened criminals to corrupt the youthful delinquent by the history of his own deeds of villainy, and last, though not least, by affording suitable moral and religious instruction. Thus teaching them that the path of rectitude is the only path to respectability.

The most fertile source of pauperism, lunacy, and crime, as all statistics respecting these evils show, is intemperance. It sends to the lunatic asylums a large proportion of their inmates, to the poor houses seventy per cent., and to the jails seventy-five per cent. The propensity to it is either inherited or acquired. In one case, it is a disease; in the other it may become so. In either case, it demands peculiar treatment, the result of which, whether for restraint or cure, would usually be favorable to the patient and to the community. The Legislature, satisfied of this, has accordingly passed a law incorporating an institution for the care, reformation, and restoration of inebriates. Should it prove a successful experiment, it would obviate a great difficulty now existing in the way of classifying the inmates of our charitable and reformatory institutions. It would provide a proper retreat for many of them, and thus open the doors of other institutions for the admission of suitable cases which are now excluded from the asylum they need. The experiment, therefore, should receive such encouragement from the State as its importance, in an economical view, seems to require.

There are various associations in the State, and particularly in the cities and larger towns, for charity, reform and education, which not receiving aid from the State, do not fall within the terms of the resolution of the Senate under which the committee have pursued their investigations. Many of them, however, have been visited by the committee for purposes of information and of comparison with other institutions of a kindred character which were the legitimate subjects of visitation. They are generally supported by private endowments and contributions, with occasional aid, perhaps, from the local authorities. Homes for the friendless, and industrial and other schools are of this class; charities devoted to the maintenance or training of vagrant and destitute children, to the care and protection of young females out of employment or in reduced circumstances, as well as of aged or decrepid women. They deserve to be favorably regarded when the Legislature is considering any general and economical plan of charity or reform. Those, more particularly, which have for their object the support and training of destitute children, and their salvation from the evils of vagrancy, idle habits, and vicious examples, are worthy of attention and encouragement. The management of such charitable enterprises happens fortunately to be confided mainly to benevolent women, whose thrift, economy of expenditure, skill in management, and tenderness of feeling, enables them to produce greater results with less means than is the usual fortune of the other sex. The public bounty bestowed on such institutions, under such management, goes farther and is more certain of producing a suitable return, than the usual application of it. It gives the committee great pleasure to commend such charities to approval and support, as no insignificant part of the great scheme of benevolence and reformation which it is the duty of every good government to maintain.

The general result of the examinations made by the committee, is a conviction of the necessity of providing by law:

1st. For a more efficient and constant supervision of all the charitable and reformatory institutions which participate in the

public bounty, or are supported by taxation; and a commission of well qualified persons, to be appointed by the Governor and Senate, with such arrangement of the terms of service as will constantly secure experience, appears to be the best mode of effecting the purpose.

2d. For the better regulation of poor houses, so as to make fit asylums for the worthy indigent; for which purpose better structures than now commonly exist, should be legally required, with such arrangements for warmth, ventilation, bathing, classification of the inmates, separation of the sexes, labor, medical attendance, instruction, and religious exercises, as decency, health, and sound morals demand.

3d. For the better maintenance, and education of pauper children, either in the orphan asylums, or in such local institutions as may be established in the several judicial districts by special provisions of law.

4th. For the establishment of two or more asylums for the insane, in addition to the existing asylums, and to be under similar control and management with the State asylum.

5th. For the establishment of an asylum for *insane* convicts in the prison grounds at Auburn.

6th. For the more efficient regulation of county jails in regard to their structure, and most of the particulars requisite for the better regulation of poor houses as above specified. (Note H.)

7th. For a revision of the poor laws. (Note 1.)

Respectfully submitted,

MARK SPENCER.
GEO. W. BRADFORD.
M. LINDLEY LEE.

APPENDIX.

I. POOR HOUSES.

ALBANY CITY AND COUNTY POOR HOUSE.

This establishment located at the city of Albany, embraces four buildings constructed of brick, two stories in height above the basements, one in size 40 x 70 feet and two others 32 x 90 feet, connected with a farm of 216 acres, yielding an annual revenue estimated at $6,000.00 The basements of one building are used for domestic purposes, the others are unoccupied. In the poor house *proper* are 10 rooms, warmed by furnaces and stoves, but with very little ventilation. This building was erected 34 years ago. From six to forty paupers are placed in a single room.

The number of inmates was 319, 120 males and 299 females. Of these three-fourths are foreign born, and eighty are under six years of age. The sexes are kept separate, only meeting at their meals, which are eaten in the same mess-room.

The average number of inmates is 350, and the keeper reports that the number is declining, and states as causes of such decline, a reduction in the amount of emigration, and the improved system adopted by the Commissioners of Emigration in forwarding emigrants to their destinations. They are supported at an average weekly cost of ninety cents, exclusive of the products of the farm. As is common, the paupers who are able are employed on the farm and about the house. Once during the past year the supervisors have visited and inspected the house, in a body. It is supplied with Bibles, and the city missionary preaches once or twice each Sabbath. A teacher is employed in the house during the whole year, who teaches the common English branches to an average number of about fifty children. On arriving at proper age they are bound out to various trades and employments, by the overseer of the poor of the city. The common council of Albany,

impose rules and regulations for the government of the house, and under their direction supplies are furnished. The fare of the paupers is plain and wholesome. To attend the paupers, a physician is employed at an annual salary of $800. He is assisted by two resident medical students, who are boarded for their services. The physician visits once each day and the students twice. For bathing, two bath-rooms are furnished in the insane asylum and two in the fever hospital. During the past year, have occurred in the house thirty-two births and seventy-one deaths. The keeper thinks twenty-five of these births were illegitimate offspring. During the same time the inmates have suffered from small pox, typhoid fever and dysentery. They have a good pest or fever house, constructed of brick twenty-four by one hundred feet, and two stories high above the basements. It is heated by furnaces, and is quite well ventilated by numerous openings into a hollow wall. It embraces four wards, with capacity for one hundred beds. There are now in hospital thirty-two sick; only two cases of fever, the residue chronic cases.

Of the inmates seventy-three are lunatics, thirty-two males and forty-one females; seventy are paupers, the remaining three cases pay from $3.00 to $4.50 per week. There is provided an insane asylum in connection with the alms house, built of brick, forty by ninety feet, two stories in height, containing thirty-eight rooms above and eight in the basement, with convenient halls and yards. Thirty-nine lunatics have been admitted during the past year. They are under the care of the house physician, who is required to devote to them particular attention, and four attendants, two male and two female. Two are confined in cells or small rooms, which is the only kind of restraint used. When out of the building they are confined in commodious yards. Seven during the year have been dismissed as cured, and two improved. It is judged that two-thirds of the whole number of insane may be safely pronounced improved. One lunatic escaped on the 5th of January last and froze to death. Frequent application has been made for admission to the State institution, and refused.

Four of the paupers are idiots, three males and one female, two are under sixteen years of age. There is one deaf and dumb, fourteen years old, and three blind.

No corporal punishment is administered in the house.

One-half, at least, of the paupers are reduced to their present position by reason of intemperate habits.

ALLEGANY COUNTY HOUSE.

This house is located two miles from Angelica. It is of good size, two stories in height, and built mainly of stone; connected with it is a farm of 180 acres, yielding a revenue of $1,000. The basements are not occupied by the paupers. There are seventeen rooms or wards warmed by stoves, but without ventilation. The number of inmates is seventy, the sexes being about equally divided. Of these two-thirds are of foreign birth, and eight under sixteen years of age. The sexes are separate at night. They are under two keepers, both male. The average number of inmates is fifty-seven, supported at a weekly cost of $1.03, exclusive of the products of the farm. The paupers are employed on the farm and about the house. The supervisors have once during the past year visited the house. There is no religious instruction furnished, nor is the house supplied with Bibles. The children attend the district school. The superintendents furnish to the paupers a plain and wholesome fare. A physician is employed at a salary of $80, who visits the house once each week, and oftener when called. No provision is made for bathing. During the year there have been five births and eight deaths. Of the inmates four are lunatics, two males and two females; all are paupers. One, a female, is constantly confined in a cell. The insane are generally confined in this way, sometimes by the ball and chain. None within the last year are reported improved or cured. They have no attendance of any kind. Their cells are of the most filthy and loathsome description. They sleep only on straw, and make their evacuations in their rooms, which are seldom if ever cleaned. They are treated barbarously. The lunatics frequently escape; one last spring, of whom no trace was

found, and it was represented *that he starved in the woods.* Seven of the inmates are idiots; four males and three females. Intemperance brings here two-thirds of the paupers.

There is at this time no regular keeper in charge of the house, but only an ordinary hired man attending on both women and men. The superintendent of the poor chanced to be at the house during the visit of the committee, and being asked if corporal punishment was administered to the paupers, replied that the keeper sometimes gave the unruly ones a "tanning;" and being asked what that signified, said "he took them by the collar and flogged them with a rawhide." The house is poorly kept.

BROOME COUNTY POOR HOUSE.

This house is located three miles from Binghamton, and consists of three buildings, two of them of the following size, 34 x 40 and 20 x 24 feet, affording seventeen rooms for the occupancy of the paupers, but without ventilation and no provision for bathing. It is warmed by stoves. The number of inmates was thirty-seven—fourteen male and twenty-three female; three foreign and thirty-four native born, including five children under sixteen years of age. From one to six beds are placed in a room. The average number is forty-five. They are under the care of one keeper, who with his wife provides for the wants of the family, and with the assistance of the paupers work also a farm of 130 acres.

The inmates are supplied with plain substantial food, which is purchased by the keeper, who also regulates and determines the amount and quality of food. The sexes are kept in different buildings but meet during the day in the performance of their respective duties—at night the separation is complete. One of the superintendents of the poor, is a physician, and has charge of the medical treatment of the family. During the year there has been one birth and one death. The children are sent to the district school, and when of suitable age are bound out by the superintendents. The house is supplied with Bibles, but enjoys no other religious privileges specially.

The weekly cost of the inmates is $1.08 each, aside from the products of the farm, estimated to be worth $800 annually. One-third of the inmates come here consequent upon habits of inebriation.

Twenty-one of the paupers are lunatics; eight males and thirteen females, not one of whom has been cured or improved during the year, nor do they receive any special attention as insane, more than the other paupers. All are locked in cells at night, only one constantly in confinement, no other restraints are employed. The most of the insane are mild and inoffensive, some of them verging upon idiocy.

To the twenty-one lunatics out of the thirty-seven in the house, eleven are to be set down as idiots, three males and eight females, several of whom are promising subjects for Dr. Wilbur of the State Idiotic Asylum.

The buildings are insufficient to meet the varied wants of such a family, but have the appearance of being well kept.

CATTARAUGUS COUNTY HOUSE,

Is built of wood, thirty-six by thirty-eight feet long. Connected is a farm of 200 acres, yielding a revenue of $1,000. There are no basements. There are nine rooms or wards warmed by stoves and without ventilation. The number of inmates is thirty, one-half males. Twenty-three are of native and seven of foreign birth. Four are under sixteen years of age. There is a complete separation of the sexes; they are under the care of a single keeper. The average number of inmates is thirty-five, supported at a weekly cost of $1.40 each. The paupers are employed on the farm and in domestic avocations. The house has not been inspected by the supervisors during the year. The house is partially supplied with Bibles, and there is a church near, where the paupers attend if they choose. The children attend the district school. The superintendents furnish supplies and regulate the government of the house, and prescribe the system of diet. The fare is plain and wholesome. A physician is employed by the year at a salary of $65, who attends when called.

During the year have occurred three births and two deaths. No contagious disease has prevailed. Of the inmates three are lunatics, all males, and all paupers. For the accommodation of the insane are two small houses; one an old and dilapidated one, very cold in the winter from its loose construction and much decay, and at all times particularly offensive from the accumulation of filth; the other is a new structure, though an inferior one, and illy planned. This, for some reason, is very little used. In these cells the insane sleep on straw, with very little clothing, the straw becoming filled with filth before being changed. Two are confined in these cells. The insane are attended by a male pauper. *None* during the year are improved or cured; they receive only the same medical attendance as the remaining paupers. No application has been made for admission to the State asylum. In the house is one idiot and one blind person. Intemperance is the cause of one-half of pauperism here. The house is a poor one, and the poor, especially the insane, are illy cared for.

CAYUGA COUNTY HOUSE.

Is located about three miles from the city of Auburn. The structure is a long wooden building of two stories, quite ancient and dilapidated, being for the most part occupied as a farm house prior to its purchase by the county, and conversion to its present uses. There is a farm attached of ninety acres all in a state of cultivation. The house contains about thirty rooms, wards and cells, almost all of which are small, confined, and destitute of all means of ventilation. The building is warmed by stoves. The number of inmates was seventy; forty males, thirty females; fifteen of them are under sixteen years of age. They are bound as apprentices by the superintendents of the poor on reaching this age, or as soon as suitable opportunities present. About one hundred is the average number of inmates, and three-fourths of these are of foreign birth. During the day the sexes mingle promiscuously, but at night there is an attempt at separation. The males who are able labor on the farm. Their fare is plain and wholesome, furnished by the superintendent at a weekly cost

of seventy cents each. For four months during the past year a school has been kept in the house for the instruction of children, and others disposed to attend. Of religious instruction there is none save occasional preaching during the summer months. The house is supplied with Bibles. Six deaths have occurred since last December, at which time the present keeper took charge of the house. There was but a single birth. A physician is employed by the year and visits the house once a week and oftener if called. Connected with the house are no facilities for bathing and the appearance of the paupers would indicate an entire ignorance of the bath and its uses.

Nine lunatics were found here; five males, four females; all paupers. Three of them have been at the State Lunatic Asylum, and returned to the county. They are attended by the keeper of the house but receive no special attention. Those disposed to violence are often placed in small dark cells, but as we are informed, only for a single day or night. As a means of restraint the ball and chain is frequently used. In the winter they are often placed in cells, without means of warmth, and their limbs frequently become frozen. It is *rumored*, that some even have died from this exposure. They receive no medical attendance unless physically ill, when the house physician prescribes. Three have been admitted since last December. The construction of the house allows of no classification, and except where furious, the insane mingle with the other paupers. Nine have been improved or cured since entering the house. Three of the paupers are idiots; all females.

During the year no contagious disease has visited the house. As a precautionary measure a small but neat "pest house" has been erected a short distance from the main buildings. This is not yet finished and furnished, otherwise it might well be used to relieve the main building of some of its too crowded inmates.

From its age and original faulty construction, the main structure is now utterly unfit for the purpose for which it is used. At all seasons of the year it is impossible properly to ventilate the rooms and to a person in health the sensation produced on

entering them is nauseous and sickening. The ill and the maimed, the filthy and the diseased are crowded in the same rooms, and in many cases lie on the floor together, wrapped in wretched blankets, more like beasts than human beings. As many as ten is the usual number so placed together in one room.

The basement is low—this part of the building is quite open and so illy supplied with stoves as to be seldom sufficiently warm in winter. Some rooms or cells are never warmed, and in these, when the building is crowded, the paupers are made to sleep without other covering than their wearing apparel. During last winter a number of emigrants, sick with ship fever, were sent to the house. These men, women and children were placed in these basement cells, in size about eight by ten feet, fourteen in each cell, with no stoves or other means of warmth, with no covering for their protection at night and nothing but some straw litter to keep them from the damp floor. At this time the mercury was twenty degrees below zero. Of course numbers were frozen. The house is a disgrace to the county, and in no way fit for the reception of paupers.

CHAUTAUQUE COUNTY HOUSE,

Is an old and dilapidated building of wood and brick, erected in 1832, in size thirty-two by ninety-six, with a wing, twenty-four by sixty feet, aside from these is a small building for the insane; attached is a farm of one hundred and sixty acres, yielding a revenue of $2,000. There are no basements. The rooms are warmed by stoves, but are without means of ventilation. The number of inmates was fifty-six; forty males, sixteen females. Of these forty-six are native born, ten foreign, and seven under sixteen years of age. The sexes are separated only at night; they are under two keepers, male and female. In one room as many as thirty-two persons were placed.

The average number of inmates is one hundred and thirty, supported at a weekly cost of forty-four cents. The paupers are employed on the farm and about the house. The house has not been visited during the year by the supervisors. It is supplied

with Bibles; though no provision is made for religious instruction, they often have service on the Sabbath. A common school is taught in the house during six or eight months of the year. The fare of the paupers is plain and wholesome, and supplied by the keeper. For medical attendance a physician is called when needed and paid per visit. During the year there have occurred six births and seventeen deaths. They have no pest house.

Of the inmates twelve are lunatics; six males, six females; all are paupers, and six of them have been treated at the State asylum. They have no particular medical attendance. A small wooden building, size twenty-six by forty feet, has recently been erected for their accommodation, though hardly fitted for its designed purpose. The cells are small, illy ventilated and constructed of rough hemlock boards and plank, in which the lunatics are confined with no bedding but straw, and an insufficient supply of clothing. The building is so open that it is impossible properly to warm it in winter. Four are confined in cells. They are also sometimes restrained by the "mittens." The construction of the house is such as to allow classification; the power of discharge is exercised by the superintendents. Application has been made during the year, for admission to the Utica asylum in six cases, and as often refused. The lunatics sometimes escape and are never again heard from. Ten of the paupers are idiotic, all males. There is one blind. Two-thirds are brought here through intemperance.

CHEMUNG COUNTY POOR HOUSE,

Is located at Horseheads. The main building is sixty by forty feet with an out building, forty by twenty feet, furnishing eleven rooms and five cells, with no means of ventilation and no provision for bathing, it is heated by stoves. Connected with the house is a farm of 180 acres, yielding an annual revenue of about $1,000. The number of paupers were fifty-two, one-half males and one-half females, thirty-five of whom were foreign, and seventeen native born, embracing thirteen children under sixteen years of

age, all under the care of one keeper, who with his wife assisted by pauper labor, work the farm and provide for the family. The superintendent purchases all needful supplies aside from the products of the farm, and imposes rules regulating the diet. Binds out the children on their arriving at a suitable age, and exercises the power of discharging lunatics when cured. The house is supplied with Bibles, but no provision is made for instruction religiously or otherwise. The average number accommodated in this house is seventy. The board of supervisors occasionally visit here. A physician is employed by the year, at a salary of $55 to visit the house once a week, and as much oftener as his services may be required. During the past year eight have died, there have also been 9 births, (seven illegitimate,) one originating in the house.

Six of the inmates are lunatics, four males and two females, and all paupers; two have been received during the year, but none have been improved or cured. They are allowed their liberty during the day, but are locked each in separate cells all night. The mode of restraining the insane is by hand cuff, and shutting them in cells. They receive no special attention either medically or otherwise. Three of the paupers are idiots, two males and one female, and two-thirds of the whole number are reduced to the necessity of sharing in public charity, consequent upon habits of inebriation.

The paupers seem to be well fed and cared for, costing eighty cents per week per head, aside from the products of the farm. But the house is too small to afford adequate accommodation; the lodging rooms are too crowded for comfort or health.

CHENANGO COUNTY POOR HOUSE,

Is located at Preston, and consists of a number of buildings, as poor and broken as the inmates they contain, entirely unsuited and insufficient properly to answer the ends for which they are appropriated. It was stated that during the last winter some of the apartments were so open as to admit the snow. It was fur-

ther stated that the board of supervisors for the last few years had discontinued their visits to the house. These buildings have twenty-nine apartments appropriated to the use of the paupers, but with no special provision for ventilation, and in which from one to twenty are placed. Nor is there any provision for bathing. It is warmed by stoves. Connected with the house is a farm of one hundred and seventy acres, yielding an annual revenue of $800. The number of inmates was eighty; thirty-five male and forty-five female; seventy-three native and seven foreign born, including twenty-five children. The paupers commingle freely throughout the day, but at night the males and females are placed in separate departments. All are under the care of one keeper and his wife, assisted by the paupers.

The superintendent of the poor purchases the supplies for the house, and imposes rules regulating the diet of the inmates. The food furnished is plain, substantial fare. The weekly cost of the support of the paupers is fifty-six cents each. Religious services are held once in two weeks. The house is but partially supplied with Bibles. A school has been taught in the house six months the past year. A physician is employed, who charges for his services by the visit. There have been nine births during the year, (six of them illegitimate,) and ten deaths. The average number of the inmates is about ninety. Of the inmates, eight are lunatics, three males and five females, and all paupers. Three have been received during the past year. The lunatics have no special attendants, and receive no special medical attention. One has recovered, and four are kept constantly confined in *dark filthy* cells. The modes of restraining adopted are the straight jacket, handcuff, and confinement in cells. The house does not admit of the classification of the insane. The "fool house," as it was called, was disgusting in the extreme. Will not some humane member of the board of supervisors espouse and plead the cause of the poor lunatics? Seven of the paupers are idiots, and two of them are under twenty years of age.

Three-fourths of the recipients of public charity in this county became so consequent upon habits of inebriation.

CLINTON COUNTY HOUSE.

It is located four miles from Plattsburg. The building is an extremely old one, of stone, sixty by thirty feet, two stories high. It has been built twenty-eight years, and is very much dilapidated. Attached is a farm of ninety acres, yielding a gross revenue of $800. The basements are occupied for domestic purposes. In the house are fourteen rooms or wards, indifferently warmed by stoves, but destitute of ventilation, except what may be afforded by the cracks and crevices of the walls and ceiling. The ceilings are very low, and the air close and bad. In the winter water freezes in the rooms, and the snow blowing through the crevices forms banks. Sometimes twenty paupers are placed in a single room, usually as many as it will hold.

The number of inmates was forty-eight—thirty-two males, sixteen females. Of these, three-fourths were foreign born, and eleven under sixteen years of age. The sexes are not separated either day or night, but mingle promiscuously. There is one keeper assisted by a man who works the farm. The average number of inmates is sixty-five, supported at a weekly cost of $1 each. The males are employed on the farm, and the women about the house. The supervisors have visited the house once during the year. There is no religious instruction furnished except through an occasional funeral service, which is performed whenever the dying pauper *particularly* requests it; neither is the house furnished with Bibles. There is no provision made for other instruction; the district school refuses to receive the children, and they were at large. At sixteen years of age they are bound out by the superintendents. The superintendents regulate the government and system of diet, and furnish supplies. Since the first of March last, a plain, wholesome diet has been furnished the paupers. At that date the present keeper took charge of the house. Prior to that time their diet is reported to have consisted of *pea and bean soup; Indian pudding and sweetened water*. They used no knives and forks. The new keeper found every one of the inmates ailing, and most of them confined to their rooms and beds. Besides this, the rooms were so filthy, and the air so im-

pure, as to immediately sicken a healthy person entering them. From the present appearance of the house, improved as the keeper reports it is, the committee find no difficulty in giving credence to the foregoing statements. The water is obtained from springs located at the foot of a slope, which is the focus of drains from the barnyards and privies of the establishment; as a consequence the water is extremely impure and unfit for use. A physician is employed at a salary of $75 per annum, who attends whenever called. During the year have occurred three births and six deaths. No pestilential disease has raged. No pest house is provided.

Of the inmates six are lunatics, one male, five females, and all paupers. Two have been admitted within the year. They have no medical or other special attendance. Two are confined the whole time in cells, chained to the floor, with straw for a bed. Two others are confined, but only at night. As a mechanical restraint the ball and chain are used. The cells are without ventilation and exceedingly filthy. One lunatic has escaped since March last, and no intelligence has since been received regarding him. The construction of the house is not such as to allow of classification. The superintendent alone exercises the power of discharge. Ten of the inmates are idiots—eight males, two females. But *one* is under twenty years of age. There is *one blind*. As a means of punishment, paupers are shut in dark cells, and a *rawhide is sometimes used*.

Intemperance is here reported as the direct cause of one-half the pauperism.

The house is a very poor one, indifferently kept, and a disgrace to the county in which it is located.

COLUMBIA COUNTY HOUSE.

This establishment consists of a number of wooden buildings of various sizes and forms, all two stories in height; connected is a farm of 204 acres, yielding a revenue of $1,400. The basements are occupied as kitchens, &c., &c. In the buildings are eighteen rooms, or wards, occupied by the paupers and warmed by stoves,

but not at all ventilated; the ceilings are seven feet high. The number of inmates was 187; 112 males and 75 females. Of these one-third are of foreign birth and thirty-four under sixteen years of age. The sexes are kept separate; they are under a single keeper who has charge of the house. The average number of inmates is 208, supported at a weekly cost of $1.00. The more able paupers labor on the farm and about the house. Once the supervisors have visited the house during the past year. It is supplied with Bibles, and religious services are attended twice each month. For the instruction of the young a school is taught in the house during the whole year, and the boys are kept entirely separate and apart from the older paupers. The superintendents of the poor procure supplies, regulate the government of the house, bind out the children on their arrival at proper age, and exercise the power of discharging lunatics. The fare of the paupers consists of meat, bread and vegetables, of good quality. Tea and butter are also furnished daily. A physician is employed by the year. No facilities are afforded for bathing. During the year have occurred in the house twelve births and fifteen deaths. No contagious disease has prevailed. A fever or pest-house is connected with the establishment. Of the inmates thirty-five are lunatics, fifteen males and twenty females; all are paupers, save two, who each pay one dollar a week; eight have been admitted within the year. Their only attendance is from the same paupers. Four are confined in cells, one of whom has been so confined three years. They are also restrained by mitts and by the ball and chain. *The keeper says he sometimes whips the lunatics, but that "he believes it does no good."* Five of the inmates are idiots, two males and three females. Three-fourths of the paupers are brought here by intemperance.

During the year two lunatics have escaped from the house, and no search was instituted for their recovery. The children here are kept clean, and well clothed, and are in all respects well cared for. The house is very badly constructed, but is kept clean, and the inmates well fed. The cells, of which there are twenty-four, are clean, and beds are provided in them whenever the lunatics will allow them to remain.

CORTLAND COUNTY POOR HOUSE,

Is located about two miles from the village of Homer. It is an old two story wooden building, thirty by sixty feet, with a wing, twenty-two by sixty, one and a half story, also an asylum, twenty-two by fifty feet, one story, to which is attached a farm consisting of 118 acres, and yielding a revenue of $600. The number of rooms appropriated to the use of the paupers is twenty-five, including ten cells for the insane. It is warmed by means of stoves and fire places. The rooms have low ceilings, and no ventilation.

Fifty-two inmates were found in the house which is about the average number, of these twenty-four were males and twenty-eight females, of whom two were foreign and fifty native born, in charge of one keeper and his wife, who has also as is usual the oversight and management of the poor house farm. The sexes are separated at night and also during the day, except as they come in contact in the discharge of duties about the house.

There were nine children under sixteen years of age, all of whom of suitable age attended the district school.

The inmates are distributed through the house in groups, from one to six in a room. A physician is employed by the year, at a salary of $40, and is required to respond at all times when called upon, and although there are two penstocks discharging pure clear water in the yard, the year round the house is destitute of a bath; an omission under the circumstances that seems singular when viewed as a question of economy or health.

The paupers are supplied by or under the direction of the superintendent of the poor, with plain wholesome food, consisting of meat, vegetables, milk and butter, at an average weekly cost of 65 cents each, the paupers assisting according to their several abilities in the performance of the work upon the farm and about the house. The house is supplied with Bibles, and preaching is enjoyed at 5 P. M. every Sabbath, the services being performed by neighboring clergymen in rotation and without compensation. When the children attain suitable age they are bound out by the superintendent.

The house has been visited once by the board of supervisors during the year. There have been during the same time seven deaths and three births. Of the inmates ten are lunatics, five males and five females; nine of whom are paupers. During the year four have been received, three of these lunatics are confined in cells night and day, and the remainder only nights. Of the above number not one has been cured or improved, but one has escaped and has never been found. The forms of restraints used, are confinement in cells, hand cuffs and occasionally *slapping*. The accommodations for the insane admit of a partial classification, but they enjoy no special attention either medically or otherwise. The superintendent delegates to the keeper the right to discharge lunatics in his discretion.

Of the inmates three are idiots, one male and two females, the boy about ten years old.

Two-thirds of the whole number supported at this house are brought there consequent upon habits of inebriation.

ERIE COUNTY HOUSE.

This is a two-story house of wood, very old and dilapidated, thirty by forty feet. Besides this is an asylum twenty-five by thirty feet. Attached is a farm of one hundred and seventy-five acres yielding a revenue of $250.00. The basements are used only for the storage of produce. In the house are twelve rooms heated by stoves and furnaces, destitute of ventilation and with extremely low ceilings. The number of inmates was fifty-eight; twenty-five males and thirty-three females; of these two-thirds are native and one-third foreign born; eleven are under sixteen years of age. The sexes are kept separate. They are under one keeper assisted by his wife. From two to twelve paupers are placed in a single room. The average number of inmates is sixty-five; supported at an average weekly cost of one dollar. The able males are employed on the farm and the women about the house. Once during the year past the supervisors have visited the house. It is supplied with Bibles, and there are occasional religious services; the children are sent to the district school.

The superintendent procures supplies for the house, and prescribes rules and regulations concerning government and system of diet. He also binds out the children and exercises the power of discharging lunatics. A physician is employed by the year, who visits the house when called. There are no arrangements for bathing and no water for the house except what is drawn from the river. They have a well, which is now (August 16,) dry. During the year have occurred seven deaths.

Of the inmates, thirteen are lunatics; three males, ten females, all except one are paupers. For the reception of lunatics is erected another and separate building, in size twenty-five by thirty feet. In this are fourteen cells, close and without means of light or ventilation, except by a small diamond hole in the door. The inmates sleep on straw changed once a week. Two are confined in these cells the whole time and all at night. They have no special medical or other attendance. Sometimes they are restrained by handcuffs. The keeper reports two as improved and three cured during the year; but the committee fails to discover how improvement or cures can be effected with the facilities here offered. Eight of the paupers are idiots; five males, three females. There is one deaf and dumb.

DUTCHESS COUNTY HOUSE,

Is constructed of wood, connected is a farm of one hundred and seven acres, yielding an annual revenue of $1,631.00. The basements are occupied both for cells and lodging rooms. There are twenty-five rooms or wards, warmed by stoves but destitute of ventilation. The number of inmates was two hundred and forty; one hundred males and one hundred and forty females. Of these two-thirds are foreigners, one-third are native born, and sixty-one under sixteen years of age. The sexes are kept separate. They are under a single keeper. On an average about eight paupers are placed in a single room, in the largest thirty to forty. The average number of inmates is two hundred and twenty, supported at a weekly cost of ninety-five cents each. The paupers who are able are employed on the farm and about the house. The

supervisors have visited the house once during the year. It is supplied with Bibles and a Sunday school, and religious worship is regularly conducted. A school is taught in the building during the whole year. The superintendents furnish supplies; the diet is plain and wholesome. A physician is employed by the year. During the last year forty-nine deaths have occurred.

Of the inmates twenty-seven are lunatics, ten males and seventeen famales. All are paupers. Twenty have been admitted within the year. They receive no special attendance. Two lunatics are confined in cells and chained to the floor, one is placed in a straight-jacket. The only classification consists in placing the violent in cells and others in rooms. The superintendent exercises the power of discharge. Five of the inmates are idiots, two males and three females. There are four blind. There is a pest house connected with the establishment.

The lunatics sometimes escape but they are always advertised or followed and secured. The physician of the house states, that during the three years he has been in charge nine lunatics have been cured and thirteen improved.

ERIE COUNTY HOUSE.

Is located within the limits of the city of Buffalo, but about six miles from the port, in a northerly direction. There are two buildings, one designed for use as the poor house proper, and the other for accommodation of the insane. They are constructed of limestone, quarried on the farm. The main structure is sixty-five feet front, octagonal in shape, with wings extending 225 feet. Attached is a farm of 153 acres, yielding a revenue of $2,700. The basements of the buildings are occupied only for domestic purposes. In the house are thirty-four rooms, or wards, occupied by the paupers, well warmed by stoves and partially ventilated. In some apartments as many as thirty are lodged. The number of inmates was 225, 150 males and 75 females. Of these eleven twelfths are reported as of foreign birth. There is a partial separation of the sexes during the day, and a complete one at night. There are six keepers, three males and three females.

The average number of inmates is 300, supported at a weekly cost of $1.00 each. The paupers who are able are employed on the farm and about the house. The house has been inspected twice during the past year by the supervisors. It is supplied with Bibles, but no provision is made for religious instruction. For the instruction of the young a teacher is employed the whole year. The school averages forty-five children. On arriving at the age of sixteen years they are bound out by the superintendents of the poor. There are now at the house, below that age, seventy-five children. The superintendents prescribe rules regulating their government and system of diet, and furnish supplies which consist of plain, wholesome food. For medical attendance a physician is employed at a salary of $400, who visits the house twice each week. A student remains at the house and is in constant attendance. No arrangements are had for bathing. During the year there have occurred in the house thirty-four births and eighty-three deaths. No contagious diseases have prevailed. There is a pest-house connected with the establishment. Of the inmates seventy-one are lunatics, twenty-six males and forty-five females. All but four of these are paupers. Twelve of these lunatics have been treated at the Utica Asylum. Forty have been admitted within the year.

Apart from the main building has been erected one of limestone, sixty by thirty feet, two stories in height, devoted to the insane. Attached are ample yards for their use, and special attendants are provided. In the asylum are seventy-two cells opening on four halls. The structure seems well fitted for its designed purpose. Of the lunatics five only are of native birth. But *one* is constantly confined; the rest spend the day in the halls and yards, and at night are placed in separate cells. As a means of restraint they are often confined in a chair, and sometimes shackles and hand-cuffs are used. Six within the year have been improved and five recovered. They receive only such medical attendance as is provided for the other paupers. They receive their discharge from the superintendents, who are guided by the advice of the physician. This asylum is commodious, cleanly

and well kept. The insane receive good care and are classified according to their different stages of insanity.

In the poor house are eleven idiots, four males and seven females; three are under sixteen years of age; there are also three blind. It is estimated by the keeper that three-fourths of the paupers are brought here as the result of intemperate habits. Two years since the cholera visited the house and large numbers of the paupers were carried off. There was then no sewerage about the premises; the house was an old structure, and there were large and offensive accumulations of filth. Since that time all this has been remedied. The old house was burned down shortly after, and the present one, erected in its place, was completed only during the last year. This is kept in a clean and orderly condition.

ESSEX COUNTY HOUSE,

Is located between Essex and Elizabethtown, about six miles from the former place. The building is a wooden one, two stories high, without basements, attached is a farm of 100 acres, yielding an annual revenue of $1,200.00. In the house are nineteen rooms or wards warmed by stoves, but destitute of means of ventilation. They are occupied by, from one to twelve paupers. The average number of inmates is sixty-seven, the present number sixty-five, thirty-two males and thirty-three females, twenty are foreign born and forty-five native born. Ten are under sixteen years of age. The sexes mingle during the day, but are separated at night. Two keepers care for the paupers, one male and a female. The paupers are employed on the farm and about the house. They are furnished with a plain wholesome diet under the direction of the superintendents of the poor, no person being allowed to contract for its supply. The average weekly cost of this support is sixty-two cents each. There is preaching in the house each week, and it is well supplied with Bibles. For the instruction of the young, a school is taught in the house during the whole year. At the age of sixteen years the children are bound out to service by the superintendents. For medical attend-

ance, a physician is employed at a salary of $50 per annum, who visits the house once each week and oftener when called. For bathing, a shower bath is provided. During the year have occurred three births and six deaths.

During this time the house has not been inspected by the supervisors.

Of the inmates twelve are lunatics, six male and six female, all are paupers. None are confined, and they have no medical or other special attendance. They are placed in cells at night, but are subject to no mechanical restraint. Three have been cured during the last year, and during that time three admitted. The construction of the house is not such as to allow of their classification. The superintendents alone possess the power of discharge. Application has been made to the State asylum for admission of a pauper and refused.

Three paupers are idiots, all females and all over twenty years of age. There are two blind. There is here no resort to corporal punishment. They have no pest house.

Seven-eighths of the papers are reduced to their present condition through intemperance.

This house though an old one and unfit for its present use, is kept extremely well and with great neatness and order. The paupers are cleanly and well dressed, and appear happy and satisfied with their lot. For the facilities furnished, the committee pronounce it one of the best kept houses in the State. Much credit is due the keepers.

FRANKLIN COUNTY HOUSE.

Is located about two miles from the village of Malone. The building is of wood, poorly constructed, and illy fitted for its present use. It was originally a farm house, and in size 80x24 feet, two stories high.

There is attached a farm of 110 acres, yielding a revenue of $1,500.

The basements of the building are occupied for domestic purposes only. In the house are eighteen rooms or wards, well

warmed by stoves, but without ventilation. From one to eight paupers are placed in a single room.

The number of inmates was thirty-eight, fifteen males and twenty-three females. Of these twenty-eight are foreign, ten native born; nine are under sixteen years of age. The sexes are separated at night, but mingle together during the day. The average number of inmates is forty-eight supported at an expense of thirty-one cents per week each, exclusive of the products of the farm. The paupers are employed, the men on the farm, the women about the house. It has been visited once during the year by the board of supervisors. They regulate the government of the house and the system of diet. The food of the paupers is of a plain and wholesome quality. The house is supplied with Bibles, but there is no regular religious instruction. A teacher of the common English branches was employed in the house for three months during last winter, but the children usually attend the district school.

A physician is employed by the year at $28, and comes only when called. There are no facilities for bathing. One birth and two deaths have occurred during the last year. No contagious diseases have raged.

Of the inmates seven are lunatics, three males and four females, all paupers, none are reported improved or cured. But one is constantly confined, and he is in a cell. They are restrained by confinement, and sometimes handcuffs, shackles, and the straight jacket are used. Two have been admitted within the year. They receive no medical or other attendance, nor does the house permit classification. The superintendents usually discharge the insane; sometimes the power is exercised by the keeper. Two of the paupers are blind, four idiots—two male, two female.

The keeper reports nine-tenths of the paupers as here by reason of intemperance and its effects.

There is here a poor cripple, almost idiotic, whose limbs are drawn up and under him in strange contortions, and his tongue paralyzed by the disease. He can wear no garments but a loose shirt.

There is also a girl of twenty years a complete idiot, the offspring of a father and daughter. The unnatural parents were committed to prison, and the child sent to this house.

The hospital department of the house is wretched, and the nursing and medical attendance inadequate. The *general* appearance of the establishment however is good, and the rooms are particularly neat and clean.

FULTON COUNTY HOUSE.

This is a wooden building thirty by one hundred feet, two stories high, recently constructed and adjoining an old dwelling house formerly used for this purpose. Connected is a farm of ninety-four acres, yielding a revenue of $200.

The building furnishing eleven rooms and wards for the use of paupers, is warmed by stoves, but destitute of all means of ventilation. Sometimes ten persons are placed in a single room. The present number of inmates is thirty; twenty males, ten females. Of these, five are foreign born, twenty-five native born. Four are children under sixteen years of age. The sexes are separated only at night. They are under the care of a single keeper and his wife. The usual system of registration is kept. The average number of inmates is fifty. They are supported by contract at an expense to the county of $1.25 each per week, beside the avails of the farm. *The keeper who has this contract is also one of the superintendents of the poor,* and beside the contract price is allowed such labor as he can obtain from the paupers on the farm. Under this system they receive a diet of potatoes, meal, rice, beef, pork, &c.

The house has been inspected by the supervisors once during the year. It is supplied with Bibles, and occasional preaching is afforded. Children are sent to the common school of the district, in which the house is located. A physician is employed by the year. During the year there has been in the house three births and six deaths. The scarlet fever has prevailed among them.

Of the inmates five are lunatics; all females and all paupers. These are not confined or in any way restrained. In one case

corporal punishment was resorted to as a means of discipline. One has recovered, and one improved. The latter for two years before being brought to this house was confined in chains. Since coming to the house she has been *unconstrained* and is now slowly recovering. Four have been admitted since January last. They receive no particular medical attendance, and the construction of the house is such as only partially to allow of their classification. One lunatic escaped and is now in the custody of friends. There is one blind. Intemperance brings here one-fourth of the inmates.

GENESEE COUNTY POOR HOUSE,

Located in the town of Bethany, consists of a single main building attached to which is a wing designed and used for the accommodation of the insane. The main structure is of brick, thirty by forty feet, the addition of stone, forty by thirty feet. Connected is a farm of 133 acres, yielding a revenue of $1,300.00. There are no basements. There is no ventilation; the main building is warmed by stoves, the asylum by a furnace.

The number of inmates was seventy-five, forty-five males, thirty females; of these twenty-five are foreign born, fifty native, embracing fifteen children under sixteen years of age. The sexes are separated during the night but mingle together during the day. They are under four keepers, two males, two females. In the house are thirty rooms or wards, ten of which are occupied by the insane. In those occupied by the paupers ten persons are sometimes placed; in the asylum, but one.

The average number of inmates is ninety, supported at a weekly cost of seventy-two cents each, in addition to the products of the farm. Able-bodied men among the paupers are employed on the farm, the women about the house. The house has been visited once during the year by the board of supervisors. It is supplied with Bibles, and in the summer a Sunday school is sustained with occasional religious service. For about seven months in the year a common school is taught in the house. The superintendents of the poor in conjunction with the supervisors, procure supplies for the house and prescribe rules regulating the diet. At suitable ages the children are bound out by the superintendents. A phy-

sician is employed by the year. During the past year there have been two births and seventeen deaths. A shower bath and tub is provided for bathing. There is no pest house. Of the inmates twenty are lunatics, seven males and thirteen females. Five of these are received from other counties. Fifteen are paupers. Five lunatics have been admitted during the year. They are under the care of the keeper assisted by two attendants, and receive medical assistance only from the house physician. But a single one is confined and he by a chain in his room. The rest are restrained in separate rooms at night, though mostly at liberty during the day. Two have been cured during the past year, and one-fourth are considered improved. The construction of the house is such as to permit their classification. The power of discharge is exercised only by the superintendent. The lunatic asylum has been erected about ten years. Since its erection the condition of the insane is materially improved. Classification is allowed, ventilation is in a measure, though not sufficiently, introduced, and the rooms are well warmed.

The accommodations are so ample that the superintendents receive and provide for the insane poor of adjoining counties, at a charge to those counties of the actual expense of their support. It is believed by the management, that of the new cases committed here as many are cured as at other asylums. Of the paupers about ten are idiotic, four males and six females. One blind. About one-third of the paupers are reduced to their present condition through intemperance.

GREENE COUNTY HOUSE.

The building is of wood, in size equal to two hundred feet in length. Connected is a farm of one hundred and thirty acres, yielding a revenue of $800 to $900. In the building are twenty rooms or wards, warmed by stoves, but destitute of ventilation.

The number of inmates was eighty-eight; forty-four males and forty-four females. Of these, forty are foreign and forty-eight native born. Nineteen are under sixteen years of age. The sexes are separated at night. The keeper has no assistants.

The average number of inmates is one hundred and thirty, supported at an average weekly expense of seventy-five cents each. The able bodied paupers are employed on the farm and about the house. A committee from the board of supervisors has visited the house once during the year. It is supplied with Bibles, but no provision is made for other religious instruction. A common school is taught in the house during most of the year. The superintendents of the poor furnish supplies, regulate the system of diet, bind out the children and exercise the power of discharging lunatics. The fare of the paupers consists of meat, fish, vegetables, milk, and tea and coffee. A physician is employed by the year, who visits the house when his services are needed. During the past year have occurred four births and thirteen deaths. They have no pest house.

Of the inmates eleven are lunatics—six males and five females. All are paupers. But one has been admitted within the year. Their only attendance consists in the care bestowed by a male pauper on both sexes. Six are confined in cells, five of them are in chains, including two women. They are restrained by confinement, and by wearing chains about their legs and arms. Some are chained to the wall. While visiting the house the committee observed two men and one woman taken from their cells to the yard for air; there they were all chained to the fence, within a few feet of each other. Those confined in cells are without air except from a small hole in the door. They are in a wretched state. *None* are cured or improved, a result certainly to be expected from their present treatment.

In the house are nine idiots—five males and four females, none under sixteen years of age.

There are two blind and one deaf and dumb.

It is estimated that three-fourths, at least, of the paupers are made such by their intemperate habits.

This whole house is most illy-constructed, without ventilation and with low ceilings. As a certain consequence the air is most impure.

HERKIMER COUNTY HOUSE.

This establishment consists of two stone buildings, thirty by forty-six feet each, two stories in height, and an asylum building including a school house, built of wood, in size sixty-eight by twenty-four feet, and two stories in height, connected is a farm of sixty-five acres, yielding a net revenue, the past year of $739. The basements are occupied for culinary purposes, except one which is mostly above ground and occupied by old and decrepit persons. In the house are seventeen rooms and twenty cells warmed by stoves, but with no means of ventilation; the ceilings however are quite high. The number of inmates was seventy-six, fifty males and twenty-six females. Of these one half are foreign born and eleven under sixteen years of age. The sexes are entirely separated at night and partially during the day. They are under charge of a keeper who employs three assistants, two males and one female.

The average number of inmates is 130, supported at an average weekly expense of $1.10 each, including the products of the farm. The paupers are employed on the farm and about the house, according to their ability. An inspector appointed by the board of supervisors, visits the house once a month. It is supplied with Bibles, but no other provision is made for religious instruction. For six or seven months a common school is taught in the house. The keeper is superintendent of the poor and exercises his own discretion in the government of the house and in furnishing of supplies. A physician is employed at an annual salary of from $200 to $250, who visits the house three times per week, and oftener if called. During the year four births and seven deaths have occurred in the house. No contagious disease has prevailed.

Of the inmates seventeen are lunatics, twelve males and five females, all are paupers. They have two attendants but no particular medical care. Three or four have been admitted within the year, three are confined in cells and others placed in rooms and allowed to exercise in a yard. During the year one person has recovered. The construction of the house allows a partial classification of the insane.

Eight of the inmates are idiots, four males and four females, one girl is only eleven years of age. There is one blind. No corporal punishment is administered at the house.

Three-fourths of the paupers are made such by intemperance. This house is evidently in charge of a keeper, whose heart is in the right place, and who labors to cheer and sustain the broken in body and spirit of those who may by misfortune become the recipients of public charity in this county.

LIVINGSTON COUNTY HOUSE,

Is located near Watertown; it is a large, substantial, well-built building of limestone, in size one hundred by thirty-six feet, and three stories in height beside basements. The basements are mostly above ground. Attached is a farm of one hundred and seven acres, yielding a revenue of $1,500. In the building are about forty rooms or wards occupied by the paupers. These are warmed mainly by furnaces, and are kept comfortable in winter, but are destitute of all means of ventilation. The number of inmates was one hundred and twenty-five, the sexes about equally divided, and one-half native and one-half foreign born. Fifteen are children under sixteen years of age. From two to ten are placed in each room. The sexes are separated at night, but mingle during the day. All are now in the charge of a single keeper. The average number of inmates is one hundred and fifty, supported at a weekly charge of seventy-five cents each. As usual, the males who are able to labor are employed on the farm and the females in domestic affairs. Once in two months a committee from the board of supervisors visit and inspect the house, the good result of which is evidenced in the superior appointments and cleanliness of the establishment. It is supplied with Bibles, but no provision is made for other religious instruction. A teacher is employed who teaches the common branches of an English education, in the building during the whole year. The keeper furnishes supplies of food, and together with the superintendent imposes rules for the government of the paupers, and regulate their system of diet. There fare is of plain wholesome food. The

keeper provides medical attendance as the wants of the paupers demand. No facilities exist for bathing, except in the apartment designed especially for lunatics. During the last year there have been ten births, and thirteen deaths.

Of the inmates, thirty-one are lunatics; thirteen males, eighteen females. Twenty-nine of these are paupers; the remaining two pay $1.50 and $2.00 per week respectively. One is from St. Lawrence county and is supported by that county. For the accommodation of lunatics the county has recently erected an asylum in connection with the county house. The building is eighty by twenty-eight feet, two stories besides basements, and these are mostly above ground. There are twenty-one sleeping apartments in the two upper stories opening into large halls or parlors, where the patients remain usually during the day. Basements are occupied for domestic purposes, except four cells or sleeping apartments for the more violent insane. There is in the building a good bath room for the use of patients, and a plentiful supply of water. Patients are received from adjoining counties at a charge of $2.00 per week. During the past year two have been discharged as cured. All are confined in separate rooms at night. But one is subject to constant confinement. The insane have one attendant, a female, besides assistance from the paupers. The more violent are restrained by confinement and sometimes the straight jacket is used. Ten have been admitted during the past year. *They receive particular medical attendance from the house physician*, who has the general charge of the asylum. Its construction is such as to allow classification of the insane. The superintendent, keeper and physician jointly exercise the power of discharge. No application has been made to the State asylum to receive patients during the last year, the county, with its present accommodations, preferring to assume themselves the care of their poor insane.

Much credit is due Mr. Ely, of Watertown, for his efficiency in securing this valuable and commodious erection for the insane poor of his county. Their improved condition and healthful appearance testify to its beneficial results.

Of the paupers eight are idiots; two male, six females. There are two deaf and dumb; three blind.

Corporal punishment is sometimes administered both in cases of *adults* and children.

Intemperance brings to this house three-fourths of its inmates.

KINGS COUNTY POOR HOUSE.

The several buildings embraced in the alms house establishment in this county are located just outside the limits of the city of Brooklyn, some three or four miles from the East river.

Among the more important buildings may be mentioned:

1st. The alms house proper, built of brick, 50 x 250 feet, three stories high above the basement.

2d. A hospital building, 48 x 254 feet, four stories.

3d. A nursery, 50 x 200 feet, three stories.

4th. A lunatic asylum 260 feet long, wings 45 feet, and the centre 80 feet wide, four stories high.

Connected with the alms house is a farm of seventy acres, owned by the county; also forty acres held by lease. This land is worked mainly by pauper labor, and yields an annual revenue of $3,515.

The basements of these several buildings are used for domestic purposes. Furnaces and stoves are employed for heating the apartments. The importance of ventilation is acknowledged by an abortive attempt to secure it. The lunatic asylum is the only building essentially benefited, and even there it is by no means what the necessities of the case require. 1,365 inmates were found in the establishment as follows:

Alms house proper	380
Nursery	350
Hospital	430
Lunatic asylum	205

Of these 674 are males and 691 females; 870 are foreign, and 495 native born, including 424 children under sixteen years of age.

The supervision and management of the alms house is under the care of one keeper, aided by three male and four female assistants. A complete separation of the sexes is preserved at all times.

The food furnished appeared to be of good quality, and in sufficient variety and quantity, consisting of meats, fish, milk, and the various vegetable products of the farm. The average number of inmates during the year is 1,800. The number being much the largest during the cold season. All who are able are required to labor about the house or on the farm. Children upon reaching twelve years of age are bound out by the superintendent.

The establishment has been visited once during the year by the board of supervisors. By the kindness and efforts of benevolent individuals, preaching is enjoyed every Sabbath, both in the almshouse and in the lunatic asylum, also a Sabbath school is maintained. The house is supplied with Bibles. A few cases of yellow fever, small pox and scarlatina have been received and placed securely in the pest house during the year; but these diseases have in no case extended to the resident inmates.

The number of deaths during the year is 342. The number of births 142.

A physician is employed at a salary of $200 to prescribe for and treat those in the almshouse building. The hospital is in charge of a resident physician, aided by four assistants.

There is also a resident physician in the lunatic asylum.

Of the inmates five aged ones are blind.

The only form of punishment practiced is solitary confinement. It is estimated that two-thirds of all the inmates are reduced to the necessity of receiving public charity consequent upon habits of inebriation. A school is maintained in the nursery department through the year, with an average attendance of two hundred scholars, all under the care and instruction of a single teacher, who, of course can do little more than exercise a supervisory control.

There are a number of other wards in the same building in which the smaller children are gathered and classified according

to their respective ages, and in charge of attendants whose mission it is to minister to the constant and varied wants of these little ones, and it was gratifying to your committee to observe the care and interest that were in various ways manifested in their behalf. In the nursery hospital there were twenty-five cases mostly opthalmia, under the care of the hospital physician.

The hospital building possesses ample accommodations, judiciously arranged to meet the wants of the inmates of such an establishment. Though sadly deficient in ventilation, this defect is partially atoned for by spacious corridors that surround the building at each story, arranged so as to be closed or opened according to circumstances.

The lunatic asylum is a fine edifice, very conveniently arranged in its construction, and better ventilated than either of the other buildings, and is capable of properly accommodating 150 patients, but containing 205 at the time of the committee's visit. During the year, 145 new cases have been admitted (one eight and one four years of age). Ninety-three patients have been cured and discharged, and sixteen more have been materially improved, which result is the best eulogium that the physician and managers can receive, county asylum though it be.

The building contains ten halls, five appropriated to the use of the males and five for the females. The patients are classified according to the nature and stage of their respective maladies, and are constantly under the watchful eye of attendants of whom there are twenty—ten males and ten females. Of the lunatics, seventy-nine are males, and 126 females.

No mechanical restraints have been imposed upon any of the patients for the last year, during which time it has been under the control of the present physician, and only one is confined in his room. The lunatics freely mingle together in the halls or in the yards provided for them, in which to take air and exercise. The committee were informed that one year previous, under a different administration, from forty to fifty of the inmates were constantly confined to their rooms, and twenty more subjected to mechanical restraints of different kinds, of which number five

were made cripples, and three of them permanently so for life from that cause in the old asylum, and that quite a number exhibited upon their person, marks of violence received after their admission into the asylum. A different policy now prevails. The resident physician observed that he considers "kindness" more potent than chains.

Since the above was in type, a letter has been received from the resident physician of Kings county lunatic asylum, stating the "corporal punishment," above alluded to, "was inflicted by the attendants, as I have been informed, unknown to the superintendent."

LEWIS COUNTY HOUSE.

This building is built of stone, forty by sixty feet in height, two stories above the basement, and has been erected for nine years.

The basements are occupied for culinary purposes, and also contain two dark cells for offenders and the insane. Connected with the house is a farm of fifty-nine acres, yielding an annual revenue of $600. The building contains eleven rooms, or wards, and is heated by furnaces. It is partially ventilated by registers in some of the windows. The number of inmates is fifty, thirty males and twenty females. Of these, three-fourths are foreign born. Of the inmates there are twelve under sixteen years of age. The sexes are separated at night and partially during the day. They are under one keeper. Sometimes as many as twelve paupers are placed in one room. The average number of inmates is ninety-three, supported at a weekly expense of ninety-seven cents each, aside from the products of the farm. The paupers are employed on the farm, so far as able, and in domestic matters and the manufacture of clothing for the house. The supervisors have visited and inspected the house twice during the past year. It is supplied with Bibles and a Sabbath school is sustained. No other religious instruction is afforded. During four months of the year a common school is taught. The superintendents of the poor furnish supplies and impose rules for the government of the house and regulation of the system of diet. The food furnished is good and wholesome, *equal in quality to that which a majority of the tax payers themselves eat.* A physician, who visits the

house four or five times each week, and oftener if necessary, is employed at a salary of $200. There are no facilities for bathing.

During the last year one birth has occurred in the house and nine deaths. No contagious disease has visited the house. The lunatics number only four, two males and two females. All are paupers, and, as a remarkable fact, one of them was found *lying on a feather bed.* Two have been admitted within the year. They have no particular medical or other attendance, and none are confined or in any way restrained. There is no case of improvement or cure. The superintendents of the poor alone exercise the power of discharge.

There is in the house one idiot, a female about twenty-two years of age; also one blind and one deaf and dumb. The house can be kept comfortable in winter. The proportion of pauperism here caused by intemperance is estimated at one-half. The house appeared to be very well kept.

LIVINGSTON COUNTY HOUSE,

Located near Geneseo, is constructed of brick three stories in height, in size 108 by 53 feet, including two wings. Attached is a farm of 118 acres, yielding a revenue of $2,000.00. The basements are occupied by male lunatics to a limited extent. The number of inmates was seventy-five, the sexes equally divided; of these forty were of foreign birth, thirty-five native born. Twenty-five were children, under sixteen years of age. The sexes are kept separate at all times. They are under two keepers, a male and female. Five or six paupers are sometimes placed in one room. The rooms are warmed by stoves and a furnace, no means of ventilation are furnished. The rooms and wards number seventy-five. The average number of inmates is 107, supported at a weekly expense of seventy-four and a half cents, inclusive of the products of the farm. The stronger males labor on the farm and the women about the house. Once during the past year the house has been inspected by the supervisors. It is supplied with Bibles, but there are no regular arrangements for religious services or instruction.

A teacher is employed in the house nine or ten months of the year, to instruct the children in the common English branches. The keeper purchases supplies and furnishes the house, himself imposing rules regulating the government and system of diet. The superintendents bind out the children on their arrival at suitable ages. The fare of paupers consists of plain wholesome food. A physician is employed by the year who visits the house whenever called. He is paid a salary of eighty dollars per annum. No facilities exist for bathing. During the past year there have occurred four births and seventeen deaths. The keeper reports that heretofore illicit intercourse between the sexes has to some extent existed.

There is no pest house, but during the past year the paupers have suffered from no pestilential or contagious diseases. Fourteen of the inmates are lunatics, five males and nine females. Of these all are paupers. Five have been admitted within the year. The males are under the general care of the keeper, the females have an especial female attendant. A single one is confined in a cell. This is the only means of restraint in use, except in extreme cases, when resort is had to handcuffs. Three during the year have been considerably improved. The insane receive no particular medical attendance, nor is the house so constructed as to allow a proper classification of the patients. The power of discharge is exercised alone by the superintendents. Four of those, now inmates of this house, have spent some time at the State Asylum, and have been discharged as cases of hopeless lunacy.

Three of the paupers are idiots, two males and one female, one under ten years. There is one deaf and dumb and two blind. Lunatics sometimes escape but have always been recovered. The keeper reports three-quarters of the paupers as brought here by intemperate habits.

The house has been constructed six years, and is much better than an average of the buildings used for this purpose. The rooms are built around and open upon ranges or galleries, passing round an open court or hall, which aids materially in the ventilation of the building.

MADISON COUNTY POOR HOUSE,

Consists of three stone buildings, each two stories in height, the first used for sane and healthy paupers, one hundred and fifteen by forty feet, the second is used as an hospital, thirty-eight by thirty-two feet, the third as a lunatic asylum, thirty-eight by thirty-two. In the poor house are nineteen, in the hospital eleven, in the asylum seventeen. Attached is a farm of one hundred and thirty-five acres, thirty acres wood land, yielding an annual revenue estimated at $1,500.00. The basements are used for domestic purposes. The buildings are warmed by stoves and about *one-third of the rooms are ventilated.* The number of inmates was one hundred and eight, seventy-two males and thirty-six females, of these three-fourths are of foreign birth. Among the paupers are thirty children. The sexes are separated at night, but mingle during the day, they are cared for by the keeper and his wife. Those in a single room range from one to thirty-five. The average number of inmates is one hundred and thirty, supported at a weekly cost of fifty-six cents each, exclusive of the products of the farm. The males so far as able labor on the farm and the women in domestic avocations. The house has been inspected by the supervisors once during the year. It is supplied with Bibles, but no religious instruction is furnished. A teacher is hired and school taught during the whole year; the average number of scholars is seventeen. The superintendents of the poor furnish the house with supplies and impose rules for government and regulate the system of diet. They bind out children on their arrival at proper ages and exercise the power to discharge lunatics. The present keeper is a superintendent. The fare of the paupers consists of beef, pork, bread, &c., plain wholesome food. A physician is employed by the year at a salary of $100, who visits the house whenever called. There are no arrangements for bathing, but usually a plentiful supply of water furnished. During the year one birth and five deaths have occurred. Of the inmates fourteen are lunatics, five males and nine females, all but one are paupers. Three have been admitted

within the year. They are under the care of a single attendant, and receive no medical attendance. Nine are confined in cells, and three of these are so violent that the attendants are unable to keep them clothed, they are frequently tied or chained to the floor. During the past year *none* have been either improved or cured. The construction of the house allows classification to a fair extent.

Seven of the paupers are idiots, four males and three females, four of these are under fifteen years of age.

The house can be kept comfortably warmed in winter. Intemperance brings to this house three-fourths of its inmates. This establishment in the ampleness of its accommodations and in the cleanly and orderly manner in which it is kept, ranks among the best poor houses in the State.

MONROE COUNTY POOR HOUSE.

These buildings located near Rochester are of large size, four stories in height, and three in number; two are of brick, one of wood, connected with a farm of one hundred and thirty-four acres yielding an annual revenue of $3,500. There are two basements, occupied for cells for the insane, and for sitting and sleeping rooms. The buildings have no ventilation and are heated principally by stoves. The number of inmates was two hundred and eighty, the sexes being equally divided; of these but forty are native born. Seventy-five are children under sixteen years of age. There is a complete separation of the sexes. They are under one keeper who employs but a single assistant, who in turn is also assisted by the able paupers. On an average seven or eight paupers are placed in one room, though sometimes as many as one hundred are placed in a single apartment. The average number of inmates is three hundred and sixty, supported at a weekly cost of sixty-eight cents. The males who are able are employed on the farm and the women in domestic affairs. The house has been visited once during the year by the supervisors, and the superintendents of poor visit the house each week. The house is supplied with Bibles and there is preaching each Sabbath conducted by the students of Rochester University. Sabbath school

instruction is also furnished by them. A common school is in session at the house during the whole year. The superintendents through the keeper, furnish supplies and prescribe rules regulating the diet, they also bind out the children at suitable ages. The fare of the paupers consists of meat, bread, and vegetables; plain but nutritious food. The keeper himself is a physician and furnishes the medical attendance required by the paupers. During the year there have been twenty-three births and forty-six deaths. There is here both a fever and a pest house apart from the main buildings. Among the paupers are five blind and two deaf and dumb persons. There are furnished no facilities for bathing, an omission of a very important sanitary measure. During last spring the measles were prevalent in the house.

Of the inmates twenty-eight are lunatics; thirteen males and fifteen females; all are paupers. Forty-two lunatics have been admitted during the year, and about that number are received each year. Ten women and eight men are confined in cells. During the past year six have been materially improved. As a means of restraint handcuffs are sometimes used. Their attendance consists in a general oversight from the keeper, assisted by two paupers, one male and a female. The construction of the house is not such as to allow classification of the insane and hence recourse to cell confinement is had, where its effects are decidedly injurious. Lunatics at this house, with its present facilities can by no means receive proper treatment. They are discharged by town overseers, by superintendents of the poor, and by the magistrate or person committing them to the house. There are now awaiting, two lunatics for reception in the State Asylum where admission is now denied.

Eight of the paupers are idiots; four male and four female. The present keeper, Dr. James, has occupied his position for six years, and gives the opinion founded on observation as keeper and medical attendant, during that time, that fifteen-sixteenths of the paupers are brought here by *intemperance*.

For so large an establishment, with so imperfect and faulty accommodations, it seems well conducted.

MONTGOMERY COUNTY POOR HOUSE,

Is an old dilapidated two-story structure, in a rectangular form, 90 x 30 feet, on a side enclosing an open space, in the centre of which a fountain of water in ample quantity is constantly playing, and the idea of a bath is foreign to the establishment. The house is attempted to be warmed by stoves, but cannot be made comfortable in cold weather. Connected with the house is a farm of 150 acres, yielding an annual revenue of $1,000. For two years preceding the present the paupers were supported by contract, the contractor receiving the use of the house and farm, and 62 cents for permanent and 65 cents for transient paupers per week, and all moneys receivable from the Commissioners of Emigration, and it was stated, as a little singular, as well as a fact that the contractor was much more successful in realizing money for supporting emigrant poor than the superintendents of the county have been. The present keeper has been in charge but a few months; he represented that the house was in an exceedingly filthy condition when he entered upon the duties of his office, and that he had already used some forty bushels of lime in whitewashing, and otherwise, in order to make the house what it then was.

The house affords sixteen rooms and twelve cells for the use of paupers. The present number of inmates is seventy-six, and as many as eighteen are sometimes placed in one room. Of the whole number three-fourths are males and one-fourth females. Of these three-fourths are foreign and one-fourth native born, including eleven children. The keeper is assisted by his wife and the paupers in working the farm and providing for the family.

The sexes are not separated by day and not entirely at night. There is no provision for religious instruction, nor is the house supplied with Bibles. A school is taught six months in the year for the children. The house has been inspected twice during the year by the board of supervisors. The fare of the paupers consists of good, plain, wholesome food. The supplies are purchased by the superintendent, or by his orders. He also, jointly with a committee, of the board of supervisors, prescribes rules regu-

lating the diet, he binds out the children, &c. The average number of inmates is 125. A physican is employed who visits the house twice a week, for which he receives a salary of $100 a year. Within six months there have been two births and five deaths. Thirteen of the inmates are lunatics, of these twelve are paupers—nine males and four females; three have been admitted in the last six months, and during the same time one has escaped that has not been recovered. The lunatics have a pauper attendant to wait upon them, but receive no special medical attention; seven are confined in cells, and one is *sometimes whipped, and he a cripple.* None have been cured nor improved.

Five of the paupers are idiots, two male, three female. The forms of punishment are whipping, shutting them up in dark cells, ball and chain to the leg. Three-fourths of all the cases that come to this house come consequent upon habits of inebriation.

NIAGARA COUNTY POOR HOUSE,

Consists of a stone building seventy-five by forty feet, three stories; another thirty by forty feet, two stories; connected with a farm of one hundred and twenty acres, yielding an annual revenue of $1,000. The basements are used for domestic purposes. There is no ventilation. It is heated by furnaces and stoves. Shower bathing is practiced to a moderate extent. The number of inmates was seventy-eight—forty males and thirty-eight females; of these sixty-six were foreign and twelve native born, embracing forty children. The sexes are kept separate. They are under one keeper, who employs three assistants—two male and one female. On an average three paupers are placed in a room.

The average number of inmates is ninety-five, supported at a weekly cost of fifty cents, in addition to the products of the farm. The males who are able, work on the farm ten hours a day; the females are engaged in domestic matters. The house has been visited once during the year by the board of supervisors. It is also supplied with Bibles, and a Sabbath school is maintained

during the summer. A teacher is employed most of the time to instruct the children, who also exercises a general and constant supervision and control over them, as to cleanliness, behavior, &c. The superintendents of the poor, through the keeper, procures the supplies, prescribes rules regulating the diet, binds out the children, and exercises the power of discharging lunatics. The fare of the paupers consists of plain, wholesome food. A physician is employed to visit the house three times a week, at a salary of $250. Another physician is also employed, who gives special attention to lunatics. During the last year there have been five births and thirteen deaths.

The measles has prevailed among the children, three or four of whom died. This establishment is one of the few that has a pest house. Of the inmates nineteen are lunatics—six male and thirteen female—and all but three are paupers; of those three one is a man worth from $6,000 to $7,000, placed here by his friends because they were denied admission into the State Asylum; another, a lady worth still more, placed here by her friends, and a third, a girl, placed here by her father. Thirty lunatics have been admitted during the year. They are under the care of a young physician, assisted by a female attendant. *None* are confined unless at night, and only one restrained (a negro) by shackles to keep him from running away; he is constantly employed on the farm, and is an efficient hand, and seemed happy. During the year five have been *cured* and discharged, and two much improved. It will be observed that in this house, as in all others where any proper attention is bestowed upon the insane, happy results follow. Four of the inmates are idiots, all males, two boys 12, and two 16 years of age; two are blind.

The house is well kept, and by the results proves, that as a question of economy merely, it is less expensive to maintain a good poor house than it is a poor one. The only form of punishment employed is the shower bath. The keeper says, "I *know* intemperance brings one-third of the inmates here, and I should think more than two-thirds."

ONEIDA COUNTY HOUSE,

Is located near the village of Rome. The building has been occupied as a poor house since 1829. Connected is a farm of 115 acres, of which about seventy are under cultivation. The house is heated by a furnace.

The present number of inmates is 150—males and females being about equally divided. The average number for the past year is 222. Thirty-seven deaths have occurred. At least three-fourths of all received are foreigners. During all seasons the able-bodied men among the paupers are employed upon the farm. The sexes are kept separate. A physician is employed by the year to attend the sick, and frequently visits the house. It is supplied with Bibles, and the inmates have the benefit of religious instruction. For the children an instructor is employed by the year. There is on the ground a pest-house, located about 100 rods from the main building. No contagious disease has visited the house during the present year.

The inmates sleep in dormitories, the largest room accommodates forty-four persons.

There are here four blind, two male and two female, and three idiots. Thirty-one of the inmates are lunatics, twenty males and eleven females. For their accommodation has been erected an asylum building, in which the sexes are separately confined with separate yards attached. A large share of these lunatics have heretofore been inmates of the State Institution, and returned as incurable. The keeper reports that one of these cases, a colored woman, has recovered her reason and been discharged from the house. They are confined in rooms, and restrained by chains when boisterous. The son of the keeper has charge of the insane, assisted by a female who is herself occasionally deranged.

The house is inspected each year by a committee appointed from the board of supervisors of the county.

Exclusive of farm products the cost of support of paupers has been for the last year about $1.00 per capita.

ONONDAGA COUNTY POOR HOUSE,

Is located on Onondaga Hill, some four miles from Syracuse. It is an establishment quite extensive, being made up of additions from time to time as the exigencies of the case have demanded. The main building is constructed of stone, three stories high. Connected with the house is a farm of thirty-four acres, the revenues of which were not ascertained, the keeper being absent from home. The house is warmed by furnaces and stoves. The rooms are not ventilated and some of them poorly lighted, nor was there any provision for bathing. The air in many of the apartments was oppressive, imparting that peculiar odor, that is experienced in a close, *vitiated* atmosphere, not peculiar perhaps to poor houses, but not unfrequently found there, nor, could it be specially commended for its cleanliness.

The number of inmates was one hundred and fifty, seventy-five males and seventy-five females, one hundred and fifteen of whom were foreign and thirty-five native born, including sixty children. The sexes are kept separate; in small rooms two persons are placed, in larger ones four, six, twelve and even twenty. The house is in charge of two keepers, both males, who are assisted by the paupers both in the house and upon the farm.

The superintendent of the poor purchases supplies for the house, prescribes rules regulating the diet and government of the paupers, binds out the children and dismisses lunatics when discharged. The average number of inmates is two hundred, the weekly cost of their support was not obtained on account of the absence of the keeper. A school is kept for instructing the children. The house is supplied with Bibles and religious services are held once in two weeks.

This house is visited once annually by the supervisors and by the superintendent of the poor every week. The food furnished was plain but appeared wholesome and good.

A physician is employed by the year, who visits the house every day. During the year there had been four births and eight deaths, from January to June. The number of lunatics was sixteen, eight males and eight females and all paupers.

The insane receive no special medical attention, and none have been cured, two are thought to be improved, four are constantly confined in cells, three males and one female. A male and female pauper are assigned by the keeper to wait upon the insane. One lunatic was in irons, the straight jacket is sometimes used.

The house admits of the classification of the insane. One of the paupers is an idiot, a male, one deaf and dumb, five blind, all aged. Corporal punishment inflicted only upon children.

Two-thirds of the inmates rendered paupers consequent upon the use of intoxicating drinks as a beverage.

ONTARIO COUNTY POOR HOUSE,

Is located in the vicinity of Canandaigua. The main building is ninety by forty-five feet, two stories in height; another twenty-eight by thirty feet, both of brick. Connected with the house is a farm of 212 acres, yielding an annual revenue of $4,000. The basement is occupied for domestic purposes. It is warmed by furnaces and stoves. No ventilation except in the insane department; the ceilings, however, are pretty well raised. No baths are provided but ample accommodations are furnished for washing. Seventeen rooms and twenty-one cells are appropriated to the use of the paupers. From two to twenty-six are placed in a single room. The number of inmates was 120, seventy males and fifty females, eighty of whom were foreign and forty native born, including thirty-five children. There is a complete separation of the sexes. The house is in charge of one keeper, who has an assistant, aided by the paupers in the house and on the farm. The supervisors have visited this house *twice* the past year. The supplies for the house are purchased by the superintendent, who also prescribes rules regulating the diet, binds out the children of suitable age, and jointly with the physician exercises the power of discharging lunatics. The average number of inmates is 136, supported at a weekly cost of fifty-seven cents each. The house is supplied with Bibles, and preaching is occasionally enjoyed during the summer. One of the most interesting features connected with this establishment is the *school house*,

standing out from the main buildings in a large and beautiful front yard ornamented with trees. In this house a school is taught the year round. It was found clean and neat, and its walls decorated with maps, mottoes, &c.,—an inviting retreat. This school is supported from a fund given by a benevolent individual, the interest of which is to be perpetually applied to the education of these pauper children. The intent of the grantor seems to find a realization.

A physician is employed by the year at a salary of $150. There have been four births and eighteen deaths during the year. Among the inmates are twenty-one lunatics, six males and fifteen females, and all paupers; five of these have been to the Utica Asylum and returned as incurable. Application has also been made for the admission of others which have been refused at Utica. Two have been admitted to this house this year, and two have recovered and four slightly improved. They are restrained by confinement in cells, and three are confined in cells constantly. The women are waited upon by a female attendant. The insane do not receive any special medical attention. This house admits of the classification of the insane; five are idiots, one male and four females; two are deaf and dumb, and one blind. Lunatics sometimes escape and are not always heard from. Two-thirds of the whole number are brought here consequent upon habits of intemperance.

ORANGE COUNTY HOUSE,

Is a building constructed of stone, 100 by 40 feet, three stories in height, and is connected with a farm of 265 acres, yielding a revenue of $2,000. The basements are occupied only for domestic purposes. There are about sixty rooms in the several buildings, warmed by a furnace and stoves but not at all ventilated. The number of inmates was 138, fifty males and eighty-eight females. Of these one-half are of foreign birth and forty are under sixteen years of age. Not over ten are placed in the largest rooms. The sexes are kept separated at night. There is but one keeper. The average number of inmates is 200, supported at a cost of $1.04

per week each. As far as they are able the males labor on the farm and the women about the house. The supervisors have inspected the house once during the past year. It is supplied with Bibles and sometimes religious services are performed. A competent teacher is employed in the house during the entire year, to give instruction in the common English branches. The superintendents of the poor bind out the children on arriving at a suitable age, furnish supplies and discharge lunatics. The fare of the paupers is very good though plain. A physician is employed by the year who tends to the sick when his services are required. No facilities for bathing exist. Six births and twelve deaths have occurred during the past year. No contagious diseases have prevailed. This establishment has a good pest house.

Of the inmates sixteen are lunatics, eight males and eight females. All are paupers. Six have been received during the past year. Two are confined in cells and sometimes the more violent lunatics are restrained by handcuffs and even chained to the floor. During the year two have been cured and four materially improved. Two women attend the lunatics and the house physician prescribes for them when physically ill. A stone building 26 by 50 is attached to the main structure with twenty-two rooms, for the accommodation of lunatics. These rooms are about eight feet square, light, airy and healthy, and the lunatics are here made comfortable. Ample yards are attached for exercise.

The school room is in the same building and is a good one. Two of the paupers are idiots, both males. Three are blind. Three lunatics have escaped and not returned during the past year. Intemperance furnishes this house with two-thirds of its inmates.

ORLEANS COUNTY POOR HOUSE.

This house is built of brick, forty by eighty feet, three stories high, connected with which is a farm of one hundred and seven acres, yielding an annual revenue of $721. The house is not ventilated. No provision for bathing except a shower bath. The basement to a limited extent, is occupied by the paupers, but

mostly for domestic purposes. It is warmed by stoves. The number of inmates was forty; twenty males and twenty females, of whom sixteen were foreign and twenty-four native born, including eight children. Twenty-six rooms are appropriated to the use of the paupers in which as many as eight are sometimes placed in a single room. This house is under the care of a keeper, aided by an assistant. The keeper is also superintendent of the poor, who purchases supplies for the house, prescribes rules regulating the diet, which are submitted to and have received the sanction of the county court. During the past year he has bound out sixteen children, leaving only one of suitable age to be bound out in the house. The paupers labor in the house and on the farm to the extent of their ability. The average number supported is fifty-nine, at a weekly cost of $1.15 each. The house is supplied with Bibles, and religious services are maintained every Sabbath. The children of suitable age are sent to the district school. The supervisors have visited the house once this year.

A physician is employed by the year at a salary of $100. There have been five births and three deaths the past year. Of the inmates seven are lunatics; two male and five female, and all paupers. Two have been received, and one recovered and has been discharged. Three of the lunatics are confined in a hall opening into a yard; one is restrained by wearing mittens and one muffs. They are looked after by a pauper attendant, but receive no special medical attention. There are two idiots, both females; and one deaf and dumb.

Four-fifths of the whole number come to want consequent upon habits of inebriation.

OSWEGO COUNTY POOR HOUSE,

Is located in the town of Mexico. It is an old structure, the main building, twenty-five by sixty feet, of wood, two stories high, with a brick addition twenty-five by twenty feet, with a farm of sixty acres attached; yielding an annual net revenue of $300. The basement of the building is used for domestic purposes. There

are nine rooms or wards appropriated to the use of paupers, and seven of these for lodging paupers, in each of which are placed from one to eight persons. Forty-seven inmates were found being provided for. Twenty-three males and twenty-four females, three-fourths of whom were foreign, one-fourth native born, supported at a weekly expense of $1.08 each. The average number provided for in this house is seventy-five, and all placed under the care of a single keeper, who also has the care and management of the farm, the male paupers assisting in out door work, and the females in domestic duty, according to their several ability.

In this establishment there is but very little separation of the sexes, either by day or night.

Of the inmates seven are under sixteen years of age. It is the practice to transfer the children, on reaching the age of six or eight years, to the orphan asylum in Oswego, at which institution they are instructed and carefully cared for. The asylum receiving $1.25 each, per week, by resolution of the board of supervisors of the county at its last annual meeting. Previous to this no provision whatever existed for the instruction of the inmates, either religiously, or in the elements of a common English Education. Nor has the house been visited by the board of supervisors during the *past year*, and the general appearance of the house and its surroundings would seem to countenance the idea, that it had not been visited by that honorable body for many years preceding.

The inmates are supplied with wholesome plain food, which, together with all other stores for the house is purchased by or under the direction of the county superintendent, who also imposes rules regulating the diet.

In this establishment there is no room separate and distinct from the other, known and used as a hospital, nor is there a pest house.

During the year there have been five deaths and three births. A physician is employed by the year to visit the house and prescribe for such as need medical attention, once a week, and as much oftener as his services may be required, for a salary of $85.

There are no baths provided.

Eight of the inmates are lunatics—five males and three females, and all paupers; three have been admitted during the year, two have recovered, one improved and one escaped. They have no special attendants nor special medical attention.

Of the above number, two are *constantly* confined in cells, and one restrained by a straight jacket—hand-cuffs are sometimes employed.

There is no yard or retreat provided for the insane, and although the keeper thought the house admitted of their classification, your committee can hardly comprehend how such a result could be attained.

Lunatics are discharged by the superintendent only, or by his directions. No lunatics have been sent to the State Lunatic Asylum, at Utica, nor has any application been made for their reception during the year.

Four of the inmates are idiots, three males and one female, all over twenty years of age. The house is heated by stoves, and can be made comfortable at all seasons. It has no ventilation, and the ceilings of the apartments are low. Seven-eighths brought to this house come consequent upon habits of inebriation.

This house is wholly inadequate, in any just sense, to meet, in proper measure, the varied wants and necessities of so large a family. Here are gathered the aged and the young, the sick, halt and lame, the vicious, perhaps, and the unfortunate, the *idiot*, the LUNATIC, seventy-five in all, as an average, to be accommodated in nine apartments, and all to be cared for by one man and his pauper assistants. From these nine rooms take the dining hall, the sick room, the two rooms in which lunatics are constantly confined, and five remain for occupancy by the remainder of the inmates of both sexes. Whether this is to remain as the gauge and standard of the philanthropy and christian civilization of the citizens of Oswego county is a question for them to answer. When the facts are fully understood by them your committee cannot, for a moment, doubt what their answer will be.

OTSEGO COUNTY POOR HOUSE,

Is located near Cooperstown, and consists of several buildings of stone, one 24 x 60 feet, one 24 x 90 feet, &c., furnishing twenty-four cells or rooms for the insane, and fifteen for the other paupers. The insane departments are ventilated, the others are not, but without any provision for bathing. The farm connected consists of 153 acres, and yields an annual revenue of $1,400. The number of inmates was eighty-six, forty-four males and forty-two females, of whom seventy-nine were native and seven foreign born, including sixteen children. The insane each occupy a small cell, the residue are placed from one to twelve in a single room. The sexes are partially separated by day, completely at night, and are all under the care of one keeper and his wife, who have charge of the family and the farm, assisted by the paupers. The keeper also purchases the supplies for the house. The superintendent provides and imposes rules regulating the diet, binds out the children when suitable places are found, and discharges the lunatics when cured. The house is supplied with Bibles, and religious services are held every Sabbath. The children are sent to the district school. A physician is employed, who attends when called upon, and receives one dollar for each visit. One birth the last year (illegitimate) and fifteen deaths. The average number supported in this house is ninety, fifty-four of whom have been brought here directly, and twenty-nine indirectly, from habits of inebriation.

Fifteen of the inmates are lunatics, five males and ten females and all paupers; three have been received during the past year.

Four of the lunatics have been much improved; they have their liberty during the day, but are locked up at night. The only form of restraint is by locking in cells. The majority of the insane have been in this house from five to sixteen years. The construction of the house admits of the classification of the insane. They have no special attendants, and receive no special medical attention. Five of the inmates are idiots, two males, and three females. The generally clean appearance of the house, and the

order manifested everywhere, speak well for the sagacity of the superintendents in selecting a keeper.

PUTNAM COUNTY HOUSE,

Is a wooden building of two stories, in size eighty by thirty feet, connected is a farm of one hundred and ninety-six acres, yielding a revenue of about $600. The basements of the house are unoccupied. There are fourteen rooms or wards, occupied by the paupers and warmed by stoves and not at all ventilated. In some rooms are placed twenty persons, less in the smaller.

The number of inmates was thirty-seven, *eighteen males and *seventeen females, of these, three are foreign and thirty-four native born, thirteen are under sixteen years of age. The sexes are kept separate, they are under a single keeper who has charge of the house. The average number of inmates is fifty-two, supported at a weekly cost of forty-three cents each, all who are able work on the farm or about the house. The house has been visited by the supervisors, once during the past year. It is supplied with Bibles and there are occasional religious services on the Sabbath. For the instruction of the young a school is taught in the house during the whole year. The superintendents of the poor regulate the government of the house, furnish supplies, bind out the children and exercise the power of discharging lunatics. The fare of the paupers is the common one of meat, bread and vegetables. A physician is called when his services are needed. There are no facilities for bathing. Seven deaths have occurred during the year, no contagious disease has prevailed. This establishment has a pest house.

Of the inmates three are lunatics, one male and two females, all are paupers. They receive no special medical or other attendance. One has been chained in his cell for about three years, he is comparatively a young man and must prove a confirmed lunatic unless there be a speedy change in his treatment, he lies on dirty straw in a miserable dungeon, and his condition is worse than that of many beasts. The others are confined in cells. None

*So in the original.

are reported cured or improved during the past year. Two of the inmates are idiots, both females. There is one mute. Thirty-six of the fifty-two paupers are reduced to their present condition through intemperance.

JONES' INSTITUTE,

Is located in the town of Oyster Bay, Queens county. It is designed only for the accommodation of the poor of the towns of Oyster Bay and North Hempstead. The property is held by trustees under the will of Mr. Samuel Jones, by whom it was devised to these towns. There is also in their hands a fund the revenue of which is devoted toward its support. The remaining expenses are furnished by the two towns.

The buildings are of wood, old, irregular, in form and size. Attached is a farm of sixty-three acres. There are no basements. In the building are ten rooms or wards, warmed by stoves and not at all ventilated. Six paupers are placed together in small rooms and about twenty in larger ones. The present number of inmates was forty, nineteen males and twenty-one females. Of these two are foreign and thirty-eight native born. Twelve are under sixteen years of age. They are under the care of a single keeper. The sexes are kept separate. The average number of inmates is 127. The keeper was unable to state the cost of their support. The abler paupers are made to work on the farm and about the house. It is supplied with Bibles but no other religious instruction is provided. The supplies are purchased as needed by the keeper. In the house are four idiots, one male and three females. There are three blind. A physician is employed by the year. During that period five births and sixteen deaths have occurred. There is no pest house. Lunatics are not admitted to the house, but are *said* to be boarded out in private families, under direction of the superintendent of the poor. More than five-sevenths of the paupers reach their present position through intemperance.

This house is very badly constructed and the air in the rooms is close and unhealthy. There is no school taught in the house,

nor are the children sent to the district school although one is located near this house.

RENSSELAER COUNTY POOR HOUSE.

Is situated a short distance south-easterly from the city of Troy, and consists of a building 50 feet by 200, built of brick, two stories high. A farm of 152 acres is connected with the house, upon which the male paupers are employed, so far as they are able, and which yields a revenue of $2,000 a year.

The house affords twenty-one large and fifteen small rooms for the use of paupers, which are heated by stoves, but entirely destitute of any means for ventilation. There is a small bathing establishment which, from appearance, seemed to have gone into disrepute. One hundred and thirty-three inmates were found in the house, sixty-seven males and sixty-six females, seven-eighths of whom are foreign and one-eighth native born, including fifty children under sixteen years of age.

The paupers in this county are let by contract. The contractor, Justin E. Gregory, who is also county superintendent, enjoys the free use of the county buildings and farm, and in addition thereto receives one dollar a week for each inmate, whether old or young, together with such services as they may be able to render on the farm or in the house.

Mr. Maxon, the present keeper, placed there by the contractor, and who entered upon his duties within the present year, stated to your committee that when he took charge of the establishment he found three lunatic women in cells, who, he was informed, had been confined six months without having been let out. He further stated that, during the cold season, while thus confined, lying upon straw as their only bed, saturated with fluids, the litter of straw froze upon their limbs, and was removed only by thawing it off. As a result of this inhuman neglect two of them had been rendered cripples for life. He described the cells in which they were confined as being in a loathsome condition, and furnishing abundant evidence of the multiplied discomforts to which the unhappy inmates must, from the nature of the case,

have been subjected. These cells are four and a half feet wide, seven feet deep and seven feet high, without ventilation, with a small hole cut in the top of the door to admit air and light,—to this should be added a poor quality and a small quantity of food. Mr. Maxon stated further, that when he entered upon the discharge of his duties he found a large quantity of provisions unfit for use, such that he refused to feed it to the paupers; and that, accordingly, he threw away three or four loads of spoiled meat and fish—the same in kind as the paupers had been fed upon for seven months previous. He further stated, that during this period the house was kept by a son of the contractor, who supplied the house with provisions, and that during his own time of service provisions had been sent to him for the use of the paupers, so utterly unfit and unwholesome that he had felt obliged to refuse them, and has sent them back.

A pauper by the name of Denis was called upon by Mr. Maxon the present keeper, who was instructed to answer such questions as might be propounded by the committee. Who in reply to questions put by the committee, stated: That the paupers had suffered very much from cold during the winter, owing to a deficiency in the supply of fuel, and for lack of clothing. They had suffered also for want of a sufficient supply of food and complained that it had not only been scanty in amount but unwholesome in quality, consisting of dry coarse brown bread and beef shanks, boiled and cold. The truth of which the committee could not doubt, if the fare then used, was an improvement upon what it had been before. For the bread and the meat exhibited to the committee as the fare of the paupers, answered Denis' description so accurately that the committee, if they had not been informed to the contrary, would have supposed the paupers were being kept on the old bill of fare. It is only just to add that potatoes are said to be added to the present fare twice a day. In further confirmation of the above statements your committee saw at the Marshall Infirmary, a man who was brought from this poor house last winter, concerning whom the physician of the infirmary said, that on his reception "he was so reduced for want

of food that it was some time before he was able to move about." The man himself stated that he could not eat the food at the poor house it was so offensive. The committee received information from other sources, all tending to establish the facts above set forth, in relation to the diet of the paupers and in relation to the treatment of them.

It is *claimed* that there is a complete separation of the sexes—from twenty to twenty-five are sometimes placed in a room or ward. The average number of inmates is 190.

A school is maintained during the year, and is under the direction of the board of education. Religious services are performed every Sabbath, and a Sabbath school is maintained, and the house is supplied with Bibles. The children, upon reaching a suitable age, are bound out by the superintendent. A physician is employed by the year. From April to 1st September there had been eight deaths. The small pox prevailed during the last winter, and the measles were prevailing at the time of the committee's visit. There is a pest house on the premises, but is unfit to be used, and is therefore unoccupied.

The keeper stated that the house was visited every month by a committee from the board of supervisors, and that the diet of the paupers consisted of salt beef, vegetables, soup, milk, coffee, and tea. Among the inmates there were thirty lunatics—four male and twenty-six females, and all paupers. Application had been made at the State institution for admission, which was refused for want of room, and three who were then at Utica were required to be taken away. One lunatic had escaped from the house, and no attempts had been made to secure her or bring her back. Three cures were thought to have occurred during the last five months, and were discharged, and during the same time fifteen new cases had been received. They receive no special medical attention, but are waited upon by pauper attendants. No restraints employed except confinement in cells, and only one in confinement, and this one being in one of the cells already described, your committee could gain but little information *how*

the case stood inside, from the light afforded through the small hole in the top of the door. Your committee, upon expressing a wish to examine the case more fully, were assured by the keeper that the occupant of the cell was naked and filthy and in no condition to receive or see company, and besides it was not quite safe, *although it was a female,* but upon being informed that the committee's curiosity could only be satisfied by a further examination, the keeper requested the committee to retire until she could be put in a presentable shape. On our return we found a healthy looking female quietly permitting, and even assisting in the adjustment of her attire, with but very little evidence of loss of reason, so far as the expression of the countenance was concerned. The bed arrangement consisted of two boards fastened up on the side of the cell, one for the bottom, the other a front piece, filled with the litter of straw which one of the paupers, holding a broom in one hand, was sifting through her fingers upon the floor with the other, for the purpose of absorbing the fluids and filth that it might be removed. The sides of the cell for five or six feet high or more were perfectly besmeared with human filth, and *this* the abode of a human being, a female, a *pauper,* a LUNATIC, for days, and weeks, and months together, until perchance frost shall cripple or pestilence destroy. Your committee dare not trust themselves to make comments on the above, but they will inquire of that committee from the board of supervisors, who are said by the keeper to visit the house every month, if this is the standard and measure of public charity of the constituency they represent.

Among the inmates are two male idiots and two deaf and dumb. Seven-eights of all that come to this house come consequent upon habits of inebriation.

RICHMOND COUNTY HOUSE,

Is constructed of stone and consists of two buildings two stories high, thirty by twenty feet, and forty-eight by forty-eight feet; the ceilings are low, without ventilation and without any provision for bathing, and a general survey of the house with its fix-

tures, as you approach it is entirely in harmony with its name. The basement is occupied for domestic purposes, and by two cells for the insane. The farm in connection with it, consists of 100 acres, and yields an annual revenue of $3,000. Seventeen rooms are appropriated to the use of the paupers, and sometimes from sixteen to eighteen are kept and lodged in a room twenty feet square, without any facilities for ventilation. It is heated by stoves. Fifty-five inmates are found in it—twenty-five males and thirty females, three-fourths of whom were foreign and one-fourth native born. The sexes are placed in separate departments at night, but require watching to preserve the separation. The house is under the care of one keeper and his wife, assisted by the paupers, and supported at a weekly cost of $1.00 for each pauper.

The superintendent of the poor purchases the supplies for the house, and provides and prescribes rules for the regulation of the diet, binds out the children and discharges the lunatics when dismissed from the house. The average number of inmates is eighty. The house is supplied with Bibles—no other means for religious instruction is enjoyed. A school has been taught for eight months the last year. The board of supervisors have visited the house once within the year.

A physician is employed to answer all calls, at a salary of $100 a year. There have been three births, (illegitimate,) and seven deaths. Of the inmates five are lunatics, one male and four females, and all paupers, none of whom have been improved or cured. Two of them are constantly confined in cells, one of them in a building remote in the field, to whom food was said to be carried three times a day. These lunatics have no special attendants, and receive no particular medical attention. One lunatic has been sent to the Bloomingdale lunatic asylum. The modes practised to restrain is to lock up in cells, and apply ball and chain. One pauper an idiot. Seven-eighths of the inmates are reduced to their present position, consequent upon habits of inebriation.

The whole aspect of the house indicated negligence on the part of all whose business and whose duty it is to make it a comfortable asylum for the indigent and the unfortunate; instead of which it is a cheerless, comfortless abode, and fallen far below what the county of Richmond should supply and support.

ROCKLAND COUNTY HOUSE.

The buildings of this establishment are of wood, one thirty-six by forty feet, one twenty-four by sixteen feet, and the other thirty six feet square. Connected is a farm of forty-seven acres, yielding an annual revenue of $700.

The basements of the building are not occupied. There are for the occupation of paupers twenty-three rooms or wards, warmed by stoves, but not all ventilated. The number of inmates was seventy, thirty-five males, thirty-five females. Of these four-fifths were foreign born, and thirty under sixteen years of age. The sexes are kept separate; they are under the care of a single keeper. Generally from one to three are placed in a single room. The average number of inmates is one hundred, supported at a weekly expense of seventy-five cents each; all who are able work upon the farm or about the house. During the year the supervisors have inspected the house once; they impose rules for the government of the house and regulation of the system of diet. The supplies are purchased by the keeper as needed, and the fare is plain and wholesome. The house is supplied with Bibles, but no provision is made for religious instruction. A teacher is employed in the house to instruct the children during the entire year. A physician is employed who visits the house once each week and oftener if called. There are no arrangements for bathing. During the last year ten deaths have occurred. There is no pest house.

Of the inmates six are lunatics, two males and four females; three are paupers, the others pay for their support. But one has been admitted during the year. They have no more attendance than other paupers. Two are confined in cells and one is restrained in a straight jacket. *None* during the past year have

been cured or improved. Eight of the inmates are idiots, five males, three females. There is one deaf and dumb.

Five-sixths of the paupers are reduced to their present condition through intemperance.

This house is in good order and condition throughout; the paupers are well cared for and well fed and kept. The rooms, too, are clean and comfortable.

ST. LAWRENCE COUNTY POOR HOUSE,

Is located near Canton, and consists of wooden edifices, two stories joined together, each twenty-two by thirty feet on the ground. The farm consists of one hundred and thirty acres, yielding an annual revenue of $1,000. The basements are occupied by paupers. It has no ventilation and no provision for bathing. Twenty rooms are appropriated to the use of the inmates, in which rooms from one to seven are placed. One hundred and twenty paupers were found in the house, forty males and eighty females, of whom sixty were foreign and sixty native born, including forty children. The sexes are not kept separate either by day or night. They are in charge of one keeper who assisted by his wife and aided by the paupers, work the farm and provide for the wants of the family. The supplies for the house are furnished by *contract*. The supervisors have visited the house once during the year. The average number supported in the house is one hundred and fifty, at an average cost of eighty-three cents each per week. The house is not supplied with Bibles, but a Sabbath school is maintained, and a day school during the whole time at a cost of $1.00 per week. A physician is employed who will do the business at the smallest price, the present incumbent receives a salary of $90 per year. During the year there have been ten births and twelve deaths. There is one blind, one deaf and dumb, and twelve lunatics, five males and seven females and all paupers. They have no special attendants nor receive any special medical attention. None have been cured or improved the past year. Some are confined in cells constantly. The

methods of restraining are confinement in cells, hand-cuffs and shackels. The house does not allow of the classification of the insane. There is one idiot twenty-four years old. Three-fourths of the whole number who receive support in this house are reduced to this necessity consequent upon habits of inebriation.

SARATOGA COUNTY HOUSE.

The building of this establishment is a wooden one, 106 feet square, and two stories in height. Connected is a farm of 112 acres, yielding a revenue of $900. The basements are used as washing and eating rooms. Above are seventeen rooms, or wards, occupied by the paupers and warmed by stoves, but without ventilation. The number of inmates was 102, fifty males and fifty-two females. Of these one-third are of foreign birth and twenty-five under sixteen years of age. The sexes are separated at night. The average number of inmates is 137, supported at a weekly cost of ninety-three cents each. The paupers are employed, as far as able, on the farm and about the house.

The house has been inspected once during the year by the supervisors of the county. It is supplied with Bibles, and there are occasional religious services. A common school is sustained in the house during the whole year. The superintendent furnishes supplies for the house and prescribes rules for its government; binds out the children and exercises the power of discharging lunatics. A physician is employed by the year, who attends twice a week, and oftener if required. There are no facilities for bathing. During the year have occurred ten births and thirty-six deaths. During this time the small-pox has prevailed, but no cases have proved fatal. There is a pest-house.

Of the inmates ten are lunatics, three males and seven females. All are paupers. They receive no special attendance. Five are confined in cells, and some are at times restrained by shackles and hand-cuffs. The keeper reports that *some* have been improved. Lunatics have escaped from the house and not again been found. Eleven of the inmates are idiots, five males and six females; all are over ten years of age. There are three blind

persons. Of 137 paupers sixty-three were brought here through intemperate habits.

This house is an old one and badly dilapidated. The rooms are low, sadly out of repair; and the air in the sleeping rooms is most foul and noisome. It is very well attended, however, by the present keeper, and is kept in as good order as possible. Corporal punishment is administered to *men, women and children.*

SCHENECTADY COUNTY POOR HOUSE,

Is built of brick, fifty by thirty feet, and two stories in height. Connected is a farm of 116 acres yielding an annual income of $1,200. The basements are not occupied by paupers. In the house are twenty-eight rooms, warmed by stoves but not at all ventilated. These rooms are small and the ceilings not more than seven and a half feet high. Never more than four paupers are placed in one room. The number of inmates was fifty-six, thirty-one males, and twenty-five females. Of these one-half are foreign born, and twenty under sixteen years of age. The sexes are kept separate. There is but one keeper. The average number of inmates is seventy-five, supported at a weekly cost of eighty-four cents each. Able paupers are employed on the farm and about the house. During the year the supervisors have inspected the house once. It is supplied with Bibles, and on the Sabbath religious services are held. From eight to nine months of the year a school is taught in the house. The superintendents of the poor regulate the government of the house and its system of diet, furnish the supplies and discharge the insane. A physician to attend the paupers is employed by the year. There are no arrangements for bathing. During the year have occurred one birth and three deaths. No contagious disease has prevailed. For such an event a pest-house is provided.

Of the inmates three are lunatics, one male and two females, all are paupers. Two are confined in cells, which is the only means of restraint in use. None are reported improved or cured. They receive no different attendance, medical or other, from the

sane paupers. Seven of the inmates are idiots, three males and four females, one, a boy, is under sixteen years of age.

No corporal punishment is administered to the paupers. It is estimated that nine-tenths are brought here directly or indirectly by habits of intemperance. This house is badly constructed and decidedly unhealthy.

SCHOHARIE COUNTY POOR HOUSE,

Is located at Middleburgh, and is a two-story brick building, 100 x 40 feet, containing nine large rooms or wards, appropriated to the use of the paupers, with low ceilings, and without ventilation, and without any provision for bathing, and is heated by stoves. Connected with the house is a farm of 160 acres, yielding an annual net revenue of $800.

Thirty-five inmates were found in the house, twelve males and twenty-three females, and of these two were foreign and thirty-three native born. The average number provided for at this house is about sixty, who are under the care of one keeper and his wife, who perform all the necessary labor connected with the management of the family and the farm, assisted by the paupers. At night the males and females are locked, each in separate departments of the house; during the day there is no separation except at the tables. The superintendent purchases all the supplies for the house and imposes rules regulating the diet, and when suitable places are found, indentures the children, and exercises exclusive control in the discharge of lunatics. There were seven children under sixteen years, who are instructed in the house because of the refusal of the trustees of the school district to receive them in the district school. The food furnished is of a plain, nutritious character, and no complaint but that it was in sufficient quantity. A physician is employed by the year to answer all calls, at a salary of $62. The house is supplied with Bibles, and preaching is enjoyed once in two weeks. The supervisors of the county have visited the house once during the year; during the same time there have been seven deaths.

Of the inmates two were lunatics, both females and paupers. None have been admitted during the year, nor any improved or cured. They are occasionally restrained by placing them in cells in the *basement.* They receive no special medical attention. The county is supporting six lunatics in the State Asylum.

Ten of the inmates are idiots, eight males and two females. Full two-thirds of all who receive support in this house are brought there consequent upon habits of inebriation.

The general appearance of the establishment indicated a disposition on the part of the keeper to discharge his duty, impaired a little, perhaps, by an effort to show, on a comparison with his predecessor, that he was supporting the paupers at a cheaper rate than he. Seventy-five cents per week was given as the cost of their support.

SCHUYLER COUNTY.

This county having been recently organized, has not as yet built a county poor house. The method adopted and practiced is for each town to support its own poor within its own limits, and to send such cases as are charitable to the county to the poor houses of the several counties from which the several towns were originally taken.

SENECA COUNTY POOR HOUSE,

Is located about four miles from the village of Waterloo, and is a three-story stone building, ninety by sixty feet, connected with which is a farm of one hundred and twenty-six acres. The basements are occupied for domestic purposes. It is warmed by furnaces and partially ventilated, but no provision exists for bathing. Twenty-four rooms are appropriated to the use of paupers. Forty-four inmates were found in the house, twenty-one males and twenty-three females of whom nineteen were foreign and twenty-five native born, including six children. Four of the paupers are chargeable to the Commissioners of Emigration. The sexes are kept separate. There is one keeper who, with his wife aided by the paupers, takes care of the family and farm. The keeper purchases needful supplies for the house under the

direction of the superintendent of the poor. The superintendent of the poor binds out children of suitable age, prescribes rules regulating the diet and exercises the power to discharge lunatics. The board of supervisors have visited the house once during the year. The average number of inmates is sixty, supported at a weekly cost of $1.00 each. The house is supplied with Bibles, there is no other provision for religious instruction. A school teacher is employed four months in the year to teach the children. A physician is employed by the year. There have been two births and seven deaths during the year. Of the inmates seven are lunatics, two males and five females and all paupers, six have been received during the year. None have been cured or improved. Three are confined in cells *the whole time*, these are looked after and cared for by pauper attendants, but receive no special medical attention. Confinement in cells is the only form of restraint practiced. No application has been made either to the State Lunatic or Idiot Asylum during the year. Three of the inmates are idiots, all males, the youngest eighteen years old. One half of the inmates come to be such, consequent upon habits of inebriation.

STEUBEN COUNTY POOR HOUSE,

Is located at Bath, and consists of three buildings, two of them brick; of these one is forty by eighty feet, and one thirty-six by twenty-four feet, and one of wood, thirty by twenty-two, containing thirty-one rooms for the use of paupers. It is without ventilation or any provisions for bathing. The basement is used for cooking and for storing provisions. It is warmed by stoves. Connected with the house is a farm of two hundred and fourteen acres, yielding an annual revenue of $2,000. The number of inmates, sixty; twenty-six males and thirty-four females; of these fifty-three were native, and seven foreign born, including eight children. The paupers freely commingle during the day, and though placed in separate apartments at night, can gain access to each other if they choose. They are in charge of one keeper and his wife, who in addition to the care of the family and manage-

ment of the farm, purchases supplies for the house, regulates the diet, and sometimes exercises the right to discharge lunatics. The paupers assist to labor in the house and on the farm, and are supported at a weekly cost of $1.01 each, and seem to be well fed on good, plain, wholesome food, and in sufficient quantity. The children are not instructed, either in or out of the house, but when suitable places are found are bound out, irrespective of their age. There is no religious instruction in the house, and it is but partially supplied with Bibles.

The paupers receive the attention of a physician twice a week and oftener if necessary, who for his services receives a salary of $100 a year. There have been five births during the year, (three illegitimate) and four deaths. The board of supervisors visit this house once a year. The average number receiving support is seventy-five.

Of the inmates *thirty-seven are lunatics; *fifteen males and *twenty females, all paupers. Four have been received during the year, of these two have recovered and been discharged. They receive no special medical attention. Four of the number are kept constantly in cells which are dark and unpleasant, and without any special attendants. The only method of restraining the insane is by locking them in cells. The house does not admit of the classification of the insane. There is one idiot, a male.

Mostly all who require and receive support at this house are rendered dependent upon public charity, consequent upon habits of inebriation. The accommodations here are more ample than are often found, and the cells of the insane are ventilated by an escape passage for bad air, in each cell. The paupers seemed contented and well cared for.

SULLIVAN COUNTY HOUSE.

Is a wooden building fifty feet square, and two stories in height. Attached is a farm of 100 acres, yielding a revenue of about $400.

The basements of the building are not occupied. Seven rooms or wards are occupied by the paupers, which are warmed by

*So in the original.

stoves, but destitute of ventilation. The number of inmates was thirty-five—twelve males and twenty-three females. Of these nineteen are foreign, and sixteen native born, and twelve under sixteen years of age. The sexes are kept separate, but the separation has been enforced and preserved only recently, the present keeper in April last finding women and men, at night, occupying the same rooms. This is now prevented. The average number of inmates is fifty-five, supported at an average weekly cost of seventy-five cents each. The able-bodied paupers labor on the farm and about the house. Once during the year the supervisors have inspected the house. It is supplied with Bibles, but no provision is made for religious instruction. A common school is taught in the house during three months of the year, and in the interval children are sent to the district school. The superintendents of the poor furnish supplies and prescribe rules for the government of the house. The fare of the paupers is of pork, bread and vegetables; tea and milk are also furnished. A physician is employed by the year to attend the sick. Four deaths have occurred since last April.

Of the inmates seven are lunatics—two males, five females. All are paupers. None have been admitted during the year. They have only such attendance as is furnished the other paupers. One is confined in a cell; as a means of restraint they are so confined, and occasionally shackles and handcuffs are used. The construction of the house is not such as to allow of their classification. The power of discharge is in the superintendents. Four of the paupers are idiots—two males and two females; one is a boy of two years, and one a girl of ten. Both could be much benefited at a proper asylum.

Two-thirds of the paupers, at least, are brought here through intemperance.

This house is every way bad; want of room, want of water, want of pure air are all combined to make it unfit for its designed purposes. The cells for lunatics cannot be made comfortably warm in winter, and are now very offensive. They have only

straw for beds, no bedding. *Whipping* is resorted to in the house, in the case of children, *adults* and *even idiots*. The son of the former keeper was seen to use the lash upon an idiot boy who failed to make a fire in a manner to suit the young man.

The present keeper is a better man, and does all he can in such a place and with such facilities.

TIOGA COUNTY POOR HOUSE,

Is located near Owego, and is constructed of stone, thirty-six by seventy-five feet, affording fifteen rooms for the accommodation of paupers, but is without ventilation and without baths. It is heated by stoves, in connection with it is a farm of sixty-two and a half acres, yielding a revenue of $600.

The number of inmates was sixty-one, thirty males and thirty-one females, fifteen foreign and forty-six native born and thirteen of these are children under sixteen years of age. The average number is about seventy-five, under the care of one keeper and his wife, who provide for the wants of the family and work the farm, assisted by the paupers, so far as they are able to work. There is no attempt to separate the sexes during the day and no special pains taken to separate them at night. The paupers are supported upon the products of the farm and purchases made by the keeper, to whom is committed also the adoption of rules regulating their diet. The food seemed of good quality and sufficient in amount. The power of discharging lunatics is also sometimes exercised by the keeper. The house is supplied with Bibles; no religious instruction is imparted, nor are the children taught either in or out of the house. When suitable places can be found the children are bound out by the superintendent. Provision is made for calling a physician, who charges for his services by the visit. During the year there have been six births and four deaths.

The supervisors have not visited the house the past year.

Of the inmates six are lunatics, and all females and all paupers, none of whom have been improved or cured, and receive no special attention medically or otherwise. The apartments devoted to the use of the insane were found in very bad condition. One

poor woman was found in her filth and dirt in a dilapidated brick cell, where she has been incarcerated for years, denied the pure air and light of heaven. The usual mode of restraining the insane is to confine them in cells. The only bright side to this picture is to be found in the fact that new and more fitting accommodations are being erected for these poor creatures.

Three-fourths of the whole number supported in this house come to need charity consequent upon habits of inebriation.

TOMPKINS COUNTY POOR HOUSE,

Is located six miles from Ithaca, is constructed of wood and is 76 by 30 feet, with a wing 22 by 40 feet, two stories high. It contains fifteen rooms, without any provision for ventilation or bathing and is warmed by stoves and fireplaces. Connected with the house is a farm of one hundred acres, yielding an annual revenue of $1,500. The basement of the building is occupied as sitting and lodging rooms for the paupers. The number of inmates was thirty-seven, sixteen males and twenty-one females; of these four were foreign and thirty-three native born, and nine under sixteen years of age. Under the care of one keeper and his wife, who provide and care for the family and work the farm with the assistance of the paupers, so far as they are able to work. In this house the sexes are kept separate day and night, and are placed from two to ten in a room, except the lunatics who are each placed in a single cell. The supplies are purchased by the keeper and the diet regulated by him. The food is plain substantial fare provided twice a day. The children are *not admitted* into the district school and receive no instruction in the house. Whenever suitable places can be procured they are bound out by the superintendent. No provision is made for religious instruction and the house is but partially supplied with Bibles. Medical aid is provided, which service is paid for by the visit.

The average number of inmates is fifty-three, two-thirds of whom are reduced to want by reason of habits of inebriation. There have been fifteen deaths and two births, both of which were illegitimate, during the year.

The board of supervisors visit this house regularly once a year. Of the inmates seven are lunatics, two males and five females, are all paupers. One has been admitted during the year. None have been cured or improved. They are confined in cells, without any special attendants or medical attention. One is placed in shackles to prevent his injuring his associates. The house does not admit of a classification of the insane. The right to discharge them is exercised by the keeper. Two of the paupers are idiots, one male and one female.

The house was visited in the absence of the keeper; and was found in bad repair, the walls crumbling and falling in most of the apartments, but seemed to be kept in as good order as could reasonably be expected in so dilapidated a structure.

ULSTER COUNTY HOUSE,

Is constructed of wood, twenty-two by one hundred and twenty feet, two stories in height, connected with a farm of one hundred and forty acres, yielding an annual revenue of $500. The basements are only occupied for domestic purposes. In the house are eight rooms or wards, warmed by stoves, but not at all ventilated. In the largest of these rooms forty-five paupers are placed in the winter, and twenty in the summer. This room is mostly filled with invalids, is in size about twenty by thirty feet, with low ceilings, the air confined and althogether most unhealthy. The number of inmates was one hundred and twenty—seventy males and fifty females; of these forty are foreign and eighty native born; forty-five are under 16 years of age. The sexes are kept separate. They are under the care of a single keeper, by whom is kept the usual system of registration. The average number of inmates is one hundred and seventy-five, supported at an average weekly cost of $1.25, aside from the products of the farm. As far as able the paupers labor on the farm and about the house. No authorities have inspected or visited the house during the year. It is supplied with Bibles, and preaching is enjoyed on Sundays. For six months of the year a school is taught in the house. The superintendents of the poor furnish rules to govern

the paupers, regulate their diet, bind out the children, and exercise the power of discharging lunatics. A physician is employed by the year. During the year have occurred twenty births and fifty deaths. The paupers have suffered considerably from the small pox during that time. There is no pest house provided.

Of the inmates fifteen are lunatics—three males and twelve females; all are paupers. Five have been admitted during the last year. They receive no special medical attendance, but a male attendant supplies their ordinary wants. *Ten are confined in cells,* and one restrained with chains. Beside the main building are several small old buildings on the premises, in one of which—a very poor one—were twelve cells for lunatics, very open, and where it is barely possible to keep them from perishing.

In the house are twelve idiots—four males and eight females; two of the females are under 16 years of age.

Three-fourths of the paupers are reduced to their present condition by intemperate habits.

WARREN COUNTY POOR HOUSE,

Is a wooden structure, two stories high, 26 x 60 feet, and *fifty years old,* and is in a very dilapidated condition. This house is ventilated through the cracks and crevices, and cannot be kept warm and comfortable in severe weather. There are no provisions for bathing. Connected with the house is a farm of 200 acres, yielding an annual revenue of $800. Six rooms are appropriated to the use of the paupers, in each of which from four to fourteen are placed. The number of inmates found in the house was thirty-four, seventeen males and seventeen females, and one-half foreign and one-half native born, including eight children, all under the care of one keeper, who, assisted by his wife and aided by the paupers, provide for the family and manage the farm. The average number supported in the house is fifty-four, at a weekly expense of ninety cents each. The fare consists of plain, wholesome food, provided so far as not produced on the farm by purchase by the superintendent of the poor, who also prescribes

rules regulating the diet, binds out the children on arriving at a suitable age, and exercises the power of discharging lunatics when they are dismissed from the house.

The house is annually visited by the board of supervisors, and is supplied with Bibles, but enjoys no other means of religious instruction. The children either attend the district school, or are taught in the house. A physician is employed, who visits the house once a week, at a salary of $75 a year.

There have been two births and eight deaths, two are blind, occasioned by disease, one twelve years old. Of the inmates three are lunatics, two males and one female, and all are paupers; three have been admitted during the year. They have no special attendant, or special medical attention. One has improved during the year. Confinement in cells is the only form of restraint practiced. There is one idiot, a boy fourteen years old.

Two-thirds of the inmates come to receive public charity consequent upon habits of inebriation.

WASHINGTON COUNTY POOR HOUSE,

Is located in the town of Argyle, and is constructed of brick, two stories, 100 x 30 feet on the ground; connected with which is a farm of 170 acres, yielding an annual revenue of $1,500. The location of this house is well suited to promote its designs, and the general appearance of the house, farm and fixtures, indicate system, order and thrift. The house has no special provision for ventilation; yet the keeper gave evidence that he understood and appreciated the difference between pure and foul air. Neither is there any provision for bathing. It is heated by stoves. Thirty-one rooms are appropriated to the use of the paupers, in which from one to ten are placed in a room. The number of inmates was 112, fifty males and sixty-two females. Of these fifty-six were foreign and fifty-six native born, including forty children, about twenty of whom have been placed out on trial with farmers and others, preliminary to binding them out. The separation of the sexes in this house is complete, day and night, except that they meet in the dining hall while eating.

The house and farm is under the management of one keeper, assisted by his wife and pauper labor. The superintendent of the poor purchases the supplies for the house, prescribes rules regulating the diet, binds out the children of suitable age, and exercises the power of discharging lunatics when they are dismissed. The average number of inmates is 124, who are furnished with good plain food at a weekly expense of sixty-seven and a half cents each.

The house has been once visited by the board of supervisors during the year. A physician is employed by the year at a salary of $50. A school is taught in the house eleven months in the year. Religious exercises are maintained every morning by the keeper. The house is partially supplied with Bibles. There have been five births and eleven deaths during the year. Two are dumb but can hear; five are blind; one of these four years old. Of the inmates twenty are lunatics, ten males and ten females, and all paupers. Two have been received during the year and *six have escaped.*

The lunatics have no special attendants and receive no special medical attention. One is set down as having *recovered. Several* are confined in cells. The methods of restraint are locking in cells, chaining to the floor, and hand-cuffs. The house admits of a partial classification of the insane. No application has been made to the State Lunatic Asylum for the admission of lunatics during the year. Three of the inmates are idiots, two males and one female. One half of all who come to this house are brought, consequent upon habits of inebriation.

WAYNE COUNTY POOR HOUSE,

Is located near Lyons. The main building is constructed of stone, forty by sixty feet, two stories, connected with which is a farm of one hundred and ninety acres, which yields an annual income of $1,400. The basement of this house is occupied for domestic uses *and cells.* There is no special provision for ventilation or bathing. Sixteen rooms are appropriated to the use

of the paupers—sixty of whom we found in the house; forty males and twenty females; of these, forty were foreign and twenty native born, including fifteen children. From four to five are usually placed in a room, but when crowded from fifteen to sixteen. At night there is a complete separation of the sexes, which is preserved but partially during the day. The establishment is in charge of one keeper and his wife, who are assisted by the paupers according to their ability to labor. The average number supported in this house is sixty-seven, at a weekly expense of $1.55 each. The fare furnished is good, plain, substantial food, and in sufficient quantity. Religious services are maintained in the house every Sabbath. It is also supplied with Bibles and a school taught in the house the whole time. The superintendent of the poor exercises the power to discharge lunatics. The supplies for the house are purchased by the keeper, who also prescribes rules regulating the diet of the inmates. The board of supervisors visit the house once a year. The superintendents of the poor visit it once a month. A physician is employed, who visits the house whenever called, charging fifty cents a visit, and ten cents additional for each patient. There have been ten deaths during the year.

Of the inmates seven are lunatics; five males and two females, all paupers; two have been received during the year. There have been recoveries but none during the present year. The lunatics have no special attendants, or special medical attention. The mode of restraining them is by confinement in cells.

Four of the paupers are idiots; two males and two females, all of whom are fit subjects for the State Idiot Asylum. There is one blind. No corporal punishment is employed.

Eight-tenths of all who are received into this house are brought here consequent upon habits of inebriation. This house seems to be well kept; order, cleanliness, and contentment were every where apparent. But the buildings are insufficient to properly answer the necessary wants of so large a family.

WESTCHESTER COUNTY HOUSE.

This is a large building of stone, in size eighty by seventy feet, with wings seventy by thirty feet, and three stories in height, connected with a farm of one hundred and seventy-three acres, yielding a revenue of $2,500.00. The basements are unoccupied; for the use of the paupers, there are about twenty rooms or wards, warmed by stoves and a furnace, but not at all ventilated. The number of inmates was one hundred and ninety-one, eighty-six males and one hundred and five females. Of these one hundred and twelve are foreign born and seventy-nine native born, and seventy-five under sixteen years of age. The sexes are kept separate. They are under the care of a single keeper assisted by the more able paupers. The average number of inmates is two hundred and twenty-five, supported at a weekly expense of sixty-eight and a half cents each. As far as possible the women are employed in and about the house and the men on the farm. Once during the year the house has been visited by the supervisors of the county. It is supplied with Bibles, and a Sabbath school is taught the whole year. A teacher is employed in the house to teach the common English branches, about forty children is the average attendance. The superintendents of the poor regulate the government of the house, and furnish supplies and bind out the children on their arrival at a suitable age. In many cases these children are *adopted* in good families. A physician is employed by the year and is a resident of the house. There are no facilities for bathing. During the year there have been twenty births and sixteen deaths. During the year the paupers have suffered both from small pox and ship fever. They have a "pest house."

Of the inmates twenty-five are lunatics, eleven males and fourteen females, all are paupers but two. They are attended by the resident physician and have two attendants, one woman and a man. *None* are confined, except when violent, when they are placed in cells; they are restrained by strait jackets and hand cuffs, and sometimes chained to the floor. During the year seven

have been cured and two improved, three have escaped and not been found. There is an asylum provided for these unfortunates, apart from all other inmates. A good yard is attached for each sex. Their apartments allow of their classification.

In the room used for the paupers as a hospital, there is a large number of sick and sickly, it is very much crowded, the ceilings are very low and there is no ventilation, as a consequence the air is most impure. A stream is running within a few rods of the house, but there is no bathing by the paupers.

Eleven of the inmates are idiots, five males and six females. There are two deaf and dumb and three blind. Intemperance reduced three-fourths of the inmates to their present condition.

WYOMING COUNTY POOR HOUSE,

Consists of an old wooden farm house, with wings 28 x 20, 60 x 24, 18 x 30 feet. Connected with the house is a farm of ninety-seven acres, yielding an annual revenue of $300.

There are twenty-two rooms, with low ceilings, without ventilation and without any accommodations for bathing. From two to seven are usually placed in a room. Sixty-five inmates were found in this house, twenty-six males and thirty-nine females; of these, fifteen were foreign and fifty native born, including eleven children. The sexes are separated during the night. They are in charge of one keeper, assisted by his wife and the paupers, in the management of the family and the farm.

The superintendent of the poor purchases the supplies for the house, prescribes rules regulating the diet, binds out the children of suitable age, and exercises the power of discharging lunatics when they are dismissed. A physician is employed by the year at a salary of $100. There have been two deaths since last December. The house is not supplied with Bibles. Religious instruction is imparted every Sabbath. A school has been taught two months. The food is plain, good, substantial fare. The supervisors have visited the house once the present year. The average number supported is seventy-three, at a weekly cost of

75 cents per week each. Twelve of the inmates are lunatics, five males and seven females, and all paupers; two have been received since last December. Of the whole number none have been cured or improved; nor do they have any special attendants, or special medical attention; they are restrained by confinement in cells and shackles; two were found in chains. The house does not admit of the classification of the insane. Four lunatics have been sent to the State Lunatic Asylum, and no application has been refused. The keeper sometimes exercises the right to dismiss lunatics. One lunatic had escaped, from whom no tidings had been obtained. Two of the inmates are idiots, both females. Two-thirds of the paupers in this house become such consequent upon habits of inebriation.

Among the inmates of this house was found a revolutionary veteran, a soldier under Washington, reduced by misfortune to the necessity of sharing in the poorhouse charities of the country he periled his life to save. He had but recently learned that he was entitled to a *pension*, and it was a satisfaction to reflect that he would soon be placed in widely different circumstances.

YATES COUNTY POOR HOUSE,

Is located in the town of Jerusalem. It is a stone structure, and including the basement, is three stories high, fifty by 100 feet on the ground—built some twenty years ago, with very low ceilings and without ventilation, and with no provisions for bathing. It is heated by stoves and fire-places, or rather attempted to be. The keeper stated that some of the rooms could not be kept warm in some weather, and that several cases had occurred in the house in which the paupers had been frost bitten, and that one of those was a *lunatic*. Connected with the house is a farm of 123 acres, yielding an annual revenue of $1,000. Fifteen rooms are appropriated to the use of the poor, and as many as eighteen are sometimes placed in a single room. The basement is occupied for dining halls and cooking. Sixty inmates were found in the house —thirty males and thirty females, fifteen foreign and forty-five native born, including twelve children. The sexes are kept sepa-

rate at night, but not during the day. The house is in charge of one keeper and his wife, who have the management of both house and farm, assisted by the paupers. The superintendent of the poor purchases the needful supplies for the house, provides and imposes rules regulating the diet, and binds out the children when places can be procured, and discharges lunatics when cured.

The average number supported is eighty-six, at a weekly cost of $1.40 each. The house is supplied with Bibles, and preaching is enjoyed once in four weeks. The children have been taught eight months in the house, and were at the time attending the district school.

The supervisors have visited the house twice during the last year. A physician is employed to visit the house twice a week. There has been one birth and four deaths during the year. Five of the inmates are *lunatics*—two males and three females, none of whom have ever been sent to the State Lunatic Asylum. They have no special attendants, nor do they receive any special medical attention, and none have been cured or improved. One is kept constantly in a cell.

The modes of restraining are by the "use of irons" and locking in cells, *where one lunatic was frozen.* It is stated as a common occurrence that water is frozen all night in the lodging rooms in the main building. The number of idiots is seven—three males and four females, and four who are blind. During the winter usually about twenty emigrants are provided for here, and two-thirds of the whole number who receive aid here are forced to seek and receive it consequent upon habits of inebriation.

The poor house building is quite unsuited and insufficient, *humanely* to meet the wants of the poor.

II. ORPHAN ASYLUMS AND HOMES FOR THE FRIENDLESS.

ALBANY ORPHAN ASYLUM, ALBANY.

This asylum was established and incorporated in 1830, and has since been supported by private donations, by interest on a small vested fund, by appropriations from the State, and sums received for support of alms-house children. The present number of inmates is one hundred; they are received between the ages of three and twelve years, and disposed of by indenture at such ages as good opportunities present. While in the asylum the children are instructed in those English branches taught in common schools. The school is not inspected by school officers, neither do they share in the Common School Fund. The children enjoy the privileges of a Sabbath school, and occasionally other religious teaching. The institution can accommodate one hundred and fifty inmates. The house is very well built and commodious, and surrounded by fine gardens and yards.

AMERICAN FEMALE GUARDIAN SOCIETY HOME FOR THE FRIENDLESS, NEW-YORK.

This institution, located in the city of New-York, was established twenty-two years since. Its general design is to shelter temporarily houseless wanderers, both old and young, and furnish them situations where they can readily support themselves, and relieve society of a burthen. The present number of inmates is seventy, but the average is one hundred and ten.

Of the children, boys are received in the house between the ages of two and ten years, girls at all ages, and infants of both sexes. While inmates of the House all of suitable age are instructed in the common branches of an English education, and whenever a suitable home offers, they are dismissed and placed

in families, some by indenture, but the greatest proportion by adoption. No difficulty is experienced in finding homes for healthy children. The managers generally trace the after progress of the children, and in most cases witness their success. Nine-tenths of these are of foreign birth, and a large majority Catholics, committed by them to the house. Connected with the institution is a ragged school, with an average attendance of one hundred and fifty children, five days in the week. Their dinners are furnished them, and they provided with places where they may earn their sustenance.

Last year three hundred and seventy children were placed in homes through this agency. Wandering, houseless females are sheltered and fed during a night, or longer if need be, and furnished with situations by the house, they are also sometimes clothed. When full the young are preferred. Four hundred and seventy-seven girls and women were found places *free of charge* during the past year.

The house publishes semi-monthly a paper having a circulation of 25,000 copies, devoted to the interest of the cause in which they are engaged. This sheet pays the expense of its publication and yields a profit. The institution is supported solely by private charity; it has received two donations from the city. They also participate in the Common School Fund. They receive aid in contributions of clothing from most of the free States. The property occupied by this society cost $26,000, and has been paid for by private donations. It has been mortgaged for $15,000 to erect a new building, in order to extend the sphere of the society's operations; this will be completed on the first of May.

Five-eighths of those relieved are brought to the house in consequence of intemperance.

BROOKLYN ORPHAN ASYLUM SOCIETY.

This institution located in the city of Brooklyn and founded in 1828, has under its care one hundred and three orphans. These children are received between the ages of two and one-half and eleven years, and dismissed whenever suitable opportunities pre-

sent. They are disposed of on dismission by adoption into families or placed under indenture, more frequently the former method. The asylum has found homes for fifty children during the last year. The average number of children in the asylum is one hundred and twenty-eight. They are uniformly healthy and the hospital has not had an occupant for more than two years. While inmates of the institution they are instructed in the common branches of an English education.

The asylum is supported by charity and appropriations from the State. The last appropriation was $1,959.44. Ninety per cent of the inmates are children of foreign parents.

BUFFALO ORPHAN ASYLUM—BUFFALO.

This institution is pleasantly located in the city of Buffalo, and has now under its care seventy-two orphans. They are received at the age of two years and dismissed at twelve if possible at that time to provide suitable homes for them. While at the asylum they are instructed in a common school education. Three-fourths are of foreign parentage. They are bound out by the trustees as apprentices and servants, the males till twenty-one the females till eighteen years of age. So far as knowledge extends, the character and success of the children after leaving the asylum has been satisfactory. The institution is supported by charitable contributions and appropriations from the State. They have heretofore received assistance from the Common School Fund, but do not at present. The institution was established in 1836, and seems admirably conducted and managed. It received last year from the State appropriation, seven hundred and eleven dollars.

CAYUGA ORPHAN ASYLUM—AUBURN.

This institution, located at Auburn and established in 1852, is supported by charitable contributions, by aid from the county and by appropriations from the State. The sum received from the county of Cayuga during the last year was $1,000, that from the State $200. Thirty orphans are now inmates of the asylum.

These are received at ages ranging from two to twelve years, and are usually dismissed on arriving at the latter age, or as soon thereafter as a suitable situation can be obtained for them. A school is attached where they receive instruction in the common branches of an English education, aside from religious instruction imparted by the matron. The children on leaving the asylum are bound out as apprentices, and are received in the families of those taking them as their own children. As far as advised the managers report favorable accounts of the orphans so bound out. At least two-thirds of these children are of American parentage. Each year the institution is inspected by the supervisors of the county. The asylum is well conducted but the accommodations are limited, and a new structure built with direct reference to this object is very much needed. The building at present occupied was formerly a dwelling house, and is not adapted to its present uses.

COLORED ORPHAN ASYLUM, NEW YORK.

This asylum, established in 1836 for the benefit of colored orphans of both sexes, has under its care two hundred and thirty-five children, and is under the direction of a board of lady managers. It received last year from the State $2,780; from the city of New-York $5,631; from the board of education $2,179; and for board of half orphans $1,102.

Children are received at two years of age and bound out at twelve, by indenture, being usually removed to the country. As a condition of indenture $100 in yearly installments is received from the person to whom they are bound, which sums are placed in the savings bank at interest, which, with the principal, is paid to them on reaching the age of twenty-one years.

They are well instructed in the branches taught in common schools. The asylum building is favorably located, is a healthy residence, and furnishes ample accommodation for all the inmates. Religious instruction is carefully imparted by Sabbath schools and daily worship. Some of the orphans have become teachers,

and good accounts are generally received of most who have been bound out by the managers.

HUDSON ORPHAN ASYLUM, HUDSON.

This asylum, located at the city of Hudson, has been established for twelve years, and now has under its care *forty* orphans. Heretofore the number under their care, at one time, has reached sixty. The institution is supported by private donations, by the State appropriation, and receives $1,000 from the county. The last sum received from the State was $625.

The orphans are received at all ages, and are dismissed as good places for their reception may offer. They are not bound by indenture, but the managers endeavor to place them in good families. They are taught at the asylum in the common English branches. Two-thirds of the children are of foreign parentage. The building is a good substantial one, of brick, capable of accommodating from sixty to seventy children. A good school room is attached, where is taught a school during most of the year. The whole is under the direction and control of a board of lady directresses. The committee urged upon them the propriety of enlarging the number of inmates, by taking girls from the county poor house, at a small charge to the county, and thus bringing them under better influence.

NEW-YORK JUVENILE ASYLUM.

This institution established only four years ago, has received three thousand six hundred and fifty-eight children, committed to its care under the act of the Legislature, passed June 30, 1851. Of this number one thousand four hundred and sixty-four have been discharged by the committing magistrates, seven hundred and forty-nine have been indentured; three have died during the past year, and there are now remaining in the asylum three hundred and thirty-six. The remainder have either been discharged by committee or transferred to more suitable institutions.

This institution receives boys principally but a considerable number of girls are committed to its care. Five-sevenths are by

careful computation found to be children of foreign parents. In binding out children, great care is taken to place them far out of the city, and agencies have been established in several Western States to find suitable situations, and what is of equal importance, to look after them when separated from the asylum, to remove them in case they are improperly treated. The committee saw a class of between twenty and thirty prepared to start for Illinois where homes have been provided.

The managers have recently erected a building on the highest and most healthy part of the island, capable of accommodating seven hundred children, where instruction is given in all the branches taught in the common schools of the city.

The inmates, it is to be observed, are all committed for improper conduct, and in this respect this asylum differs from any other, and the managers are doing a work of the greatest importance to the public in reclaiming and instructing these unfortunate and neglected children.

It is found from careful observation that *five-sixths* of all received into the asylum are children of intemperate parents.

The managers receive from the city Corporation at the rate of sixty dollars a year for each child in the asylum, amounting last year to $30,524.00, and from the board of education $3,677.00. The balance of expense incurred is supplied by private donations.

ONONDAGA COUNTY ORPHAN ASYLUM, SYRACUSE.

This asylum, established in 1845, is located at Syracuse. The institution occupies a large brick building of four stories, formerly used as an academy. There are now in the asylum seventy-nine orphans. These children are received at ages differing from three to ten years, and are dismissed on arriving at the latter age. On dismission many are adopted in families, and others are bound out, but all on condition of education in habits of total abstinence. As far as informed, the children have progressed and succeeded satisfactorily since leaving the asylum. Two-thirds of these orphans are of foreign parentage, and a large majority, in the estimation of the managers, at least seven-eighths, are reduced to their

present position through the intemperance of parents. A good school is connected with the asylum, where the orphans are instructed in the elementary English branches. The institution is supported by private charity and appropriations from the State. Last year the appropriation was $1,300. They receive no assistance from the Common School Fund.

The whole institution is under the direction and control of the ladies of Syracuse, and is very judiciously managed.

The directresses are chosen, one from each religious denomination, and all sects unite in supporting the institution.

ORPHAN ASYLUM SOCIETY IN THE CITY OF NEW-YORK.

This institution established in 1806 by a few benevolent ladies, has now become one of the most important asylums in the State, having received and found homes for more than fifteen hundred orphans. It has now under its care 176 children, who are receiving an education equal to that furnished at any school in the city. At suitable ages they are bound out, and care is taken that they are placed in such families as will bring them up in the ways in which they have been instructed in the asylum.

The annual expense of the institution, exclusive of what is received from the board of education, and what is paid to teachers, is about $18,000. The income is derived from private subscriptions, and from rents of real estate. In consequence of being compelled to enlarge their edifice at an expense of $41,000, the trustees have incurred a debt of about $18,000, for which their property is mortgaged.

The house is finely located on the banks of the Hudson, and when visited by the committee there were no sick among the inmates. Four-fifths of all received into the asylum are children of foreign parents. Children are received at all ages under nine years, and placed out at fourteen with farmers and mechanics, who agree properly to instruct them, and to give them at twenty-one years of age, one hundred dollars and a supply of clothing. The managers are able to say that the children of this institution have generally become good and useful citizens. Five children have died the past year, all infants.

"THE ORPHANS' HOME OF THE PROTESTANT EPISCOPAL CHURCH IN NEW-YORK,"

Has been established five years, and received last year from the State appropriation five hundred and seven dollars, and this with donations, supports the asylum. There are now under its care fifty-seven children principally half orphans, and two-thirds of these are children of foreign parents. Two deaths have occurred the past year and both by scarlet fever. Boys and girls are received from four to nine years of age; taught the common branches, and bound out at fourteen. The building is an inconvenient one, quite without ventilation and the sleeping rooms much crowded, though the inmates have a healthy and cleanly appearance.

THE OSWEGO ORPHAN ASYLUM,

Is situated in the city of Oswego, and consists of a large two story house, new, built of brick, and located on an elevated piece of ground, commanding a fine view both of the city and lake. This asylum, though designed for orphans, has but three or four of that class of children among the forty-four now provided for in the institution. It is now properly an asylum for *destitute and abandoned* children, a class, if possible, more to be pitied and cared for. Children are admitted at any age from early infancy up to eight years of age, and placed out in respectable families by the managers, when opportunities offer. All of suitable age are taught the elementary branches of a common English education—attend church in the city in the forenoon on the Sabbath, and a Sabbath school at the asylum in the afternoon. The institution was founded in 1853, and has had but limited opportunities to ascertain the measure of success as indicated by the character of the children after leaving the asylum. Nine-tenths of the inmates are children of foreign parentage.

The institution is supported by private charity, and by appropriations from the State.

It originated with, and continues to be managed and sustained mainly by the philanthropic and spirited efforts of the ladies of the city, who have entitled themselves to the commendation of the friends of the orphan and the destitute.

The asylum is still $2,000 in debt on its lot and building.

PROTESTANT MALE ORPHAN ASYLUM, NEW-YORK.

This institution, now established twenty-one years, has under its care 175 children, from four to nine years of age. It is supported by charitable contributions, by interest on a small fund invested, and last year received from the board of education $1,905, and from the State appropriation $2,476.

Three-fourths of the children are of foreign parentage, but born in the United States. They are not taught in the ordinary branches of a common school education; and are bound out as suitable places are found, at ages varying from nine to fourteen years.

The average number in the asylum is 180, and only three deaths have occurred in seven years. About one-half the children, or their friends, pay fifty cents per week toward their support. The actual expenses of the institution for the past year were $7,873.

The managers are now erecting a building of larger dimensions which will be ready for occupation early next year.

POUGHKEEPSIE FEMALE GUARDIAN SOCIETY.

This society was incorporated by an act of the Legislature in April, 1852, and a number of ladies named as managers, and of gentlemen as counsellors. The managers are now engaged in erecting a substantial brick building, in a healthy and pleasant part of the city, capable of accommodating one hundred children and their attendants; and though not completed, it is supposed will be soon ready for occupation. It is understood that the supervisors of the county will place under the care of the managers all the children of the alms house, who are of suitable age, to receive the instruction which the asylum will afford, paying

the same for each that is now paid for their support at the county poor house. This will not only be highly beneficial to the children, but will greatly assist the society, and increase its usefulness. Though unable to occupy their building, which greatly retards their operations, the managers are engaged in providing places for homeless children, seeking aid to complete their building, and amidst many discouraging circumstances manifesting that perserving energy that will ultimately ensure success.

From previous appropriations by the Legislature the society has received six hundred dollars, and have expended in the erection of their building, and otherwise, over eight thousand; and there are now more than fifty children waiting for admission, and will be taken under their care when the house is ready to receive them. It is represented to the committee that this is the only organized charitable society in the county of Dutchess, and it is believed it will be sustained by the citizens, and prove a blessing to the destitute.

ROCHESTER ROMAN CATHOLIC ORPHAN ASYLUM.

This asylum established in 1842 chartered in 1845, is located in the city of Rochester. It is supported by donations and assistance from the State. The appropriation from the State for the last year was $875.00, besides their pro rata share of the School Fund. Only female children are received, and they are between the ages of four and eight years. The inmates at this time number sixty-five. They are instructed in the common elements of an English education, in needle work and in trades, as millinery and tailoring, and in the truth of the Roman faith. At proper ages the children are usually received in families by adoption, or are placed out at service. Their success after leaving the asylum, so far as known, has been quite satisfactory. The Sisters of Charity who have charge of the asylum, also teach a free school at which about one hundred and fifty of the children of the city are instructed. Among the orphans is one dumb child. No deaths have occurred among them during the past year and only little sickness. The asylum is considered a healthy one. Two-thirds of the orphans are of foreign parentage.

ROCHESTER ORPHAN ASYLUM.

This institution was established in 1836, and is located at the city of Rochester. It is supported by charitable contributions and by appropriations from the State. Aside from this they draw from the School Fund at the rate or one dollar per capita. The number of orphans now in asylum is ninety-four; the average number is one hundred. These orphans are received between the ages of two and ten years, and are disposed of on arriving at suitable ages by adoption in families approved by the managers. They are instructed in the elementary branches of an English education. The school is occasionally visited by school officers. Religious instruction is also imparted. In placing them out, as apprentices or by adoption, the managers reserve the right to retake them if not well treated. To a considerable extent knowledge is had of the success and character of the children after leaving the asylum, and that has generally proved satisfactory. All at present in the asylum are of foreign birth. Three deaths have occurred during the past year and on an average one person has occupied the hospital.

Of the orphans two are blind and one is an idiot. The matron estimates that at least two-thirds of the children are brought to the asylum from the former and present intemperate habits of their parents. As attendants, including domestics, there are beside the matron six. The asylum is finely located; the rooms clean and well kept, and the children generally bright and healthy in appearance.

ROMAN CATHOLIC ORPHAN ASYLUM, OF THE VILLAGE OF BROOKLYN.

This institution was established in 1829 and is supported by revenues from real estate $2,637.14, from the State $3,336.75, and the residue from private donations. There are now under its care two hundred and five girls and ninety-five boys. They are received at ages ranging from three to twelve years, and dismissed from ten to fourteen years. They are not bound out by indenture but placed in families. While inmates of the asylum

they are taught in the elementary branches of an English education. As to the success of the children after leaving the asylum the matron states, that accounts from and of the girls are usually satisfactory, but not so favorable of the boys. Two hundred and ninety-seven are of foreign, only three of American parentage. During the last year occurred two deaths. Connected with the asylum is a day school, where are taught seven hundred girls and one hundred and fifty boys.

ROMAN CATHOLIC ORPHAN ASYLUM—NEW-YORK.

This asylum, located in Prince street, was opened in 1825, and has now two hundred and seventy-five girls under its care, taught by fourteen ladies. It is supported by private donations together with assistance derived from the State. Children are received at three years of age and dismissed at twelve or thirteen, when they are bound out or placed in the families of their friends. The usual branches of common school education are taught, and the schools are inspected by the school officers. Two deaths have occurred the past year. All the orphans are children of foreign parents. Connected with this institution is an asylum for boys, located on the Fifth avenue, under the charge of six ladies, and having under its care three hundred and seventy-four boys. This branch participates in the State appropriation of $4,500, paid to the Prince street asylum, and both receive aid from the board of education. The boys are indentured as suitable places are found, and are all of foreign parentage.

ST. JOSEPH'S MALE ORPHAN ASYLUM—BUFFALO.

This institution, located at Buffalo, was established in 1850 and is designed particularly for the accommodation of male orphans. It is supported by charitable contributions, appropriations from the State and aid from the Common School Fund. From the State was received last year the sum of $1,024. Children are received at the age of five years and dismissed at twelve or fourteen. They are instructed in a common school education, and the school is inspected by school officers. On dismissal they

are bound to trades and farming until of age, when by condition they receive three hundred dollars and a supply of clothing. The children are mostly of foreign parentage. The asylum is well located without the city, and the children have a healthy appearance. They now number sixty-four.

ST. JOHN'S BOYS ORPHAN ASYLUM—ALBANY.

This asylum was founded two years since and has now in charge sixty orphans. It is supported mainly by charity. What sums were received from the State the managers were unable to state. There is no rule regarding the age at which children are received, and they are discharged whenever places may be obtained.

ST. MARY'S ASYLUM—TROY.

One hundred and seven children; forty-nine girls and fifty-eight boys are under the care and charge of this institution. Established seven years since; it is mainly supported by private donations and assistance from the State. The last appropriation was of $1,900. Aside from this, the city poor master last year paid toward the support of twenty children, one dollar per week, each. Aid is also received from the county superintendents.

Children are received between the ages of three and fourteen, and dismissed soon after arriving at the latter age. They are not bound by indenture, but placed in situations to remain as long as the parties may agree. Their course is pronounced generally satisfactory. At the Asylum they are taught in the common English branches, and in addition to this, the boys instructed in gardening, and the girls in housekeeping. Nearly all are of foreign parentage. Attached to the Asylum is a private pay school, where about three hundred children attend.

ST. VINCENT'S FEMALE ORPHAN ASYLUM—ALBANY.

This institution has been established for twelve years, and is supported by private charity and by appropriations from the

State, which in 1855 was $1,179. The present number of inmates is ninety-seven, and they are admitted at ages ranging from one to seven or eight. They are dismissed at the age of fourteen or fifteen years, when they are usually put out at wages. They are not bound as apprentices. While at the asylum the orphans are taught in the common branches of an English education, and in domestic duties. Their success after dismissal from the asylum has been usually satisfactory. Two-thirds of the children are of foreign parentage.

ST. VINCENT'S FEMALE ORPHAN ASYLUM—BUFFALO.

This institution was established in 1848, and is designed only as a home for female orphans. It is supported by charity; by the proceeds of a day school, and by aid from the State. Last year there was received from the State $733.37. Children are received at the age of two years and dismissed at ten or twelve. Sometimes they are kept until sixteen. They are instructed in the common English branches. The children are usually disposed of by adoption in families, under the direction of the institution, though sometimes bound out as apprentices. They are reclaimed if ill-treated. Most of them are of foreign parentage. The number at present in the asylum is sixty-four.

SYRACUSE HOME ASSOCIATION, SYRACUSE.

This institution, located at Syracuse, was established in 1851, and chartered in 1854; it is designed mainly as a house for poor and indigent females, and as a temporary residence for those without shelter and desiring employment. In this manner it is used as an intelligence office for the benefit equally of those desiring to obtain servants and those wishing situations; children also are received, being under the age of three years and over ten between which ages they are cared for at the orphan asylum. No rule is adopted as to the time of their dismission, but they are placed out whenever suitable opportunities present, being usually adopted in families, though sometimes bound out. In all these cases con-

dition is made that the child shall be educated in habits of total abstinence. Their course after leaving the house has in most cases proved satisfactory. Two-thirds of them are of foreign parentage. While at the house they are instructed in the common English branches, and in industrial habits. One hundred and eighteen persons, of whom seventy-eight were adults, and forty children, were admitted during the past year.

Under the direction of the association, on each Saturday afternoon, *industrial* or *ragged* schools are opened in several school houses of the city. At these schools boys and girls are taught in most common English branches, and are instructed in different kinds of work. It is said that very many girls are there taught to sew in such manner as to provide for their own support. About five hundred are taught in this manner.

The house has now about twenty-five inmates; it is supported by charitable contributions and appropriations from the State; no assistance is received from the Common School Fund; the last State appropriation was $700. The institution is doing a good work, and the ladies of Syracuse, under whose control and direction it is, deserve great credit for the energy and ability with which they have carried on the work in which they are engaged.

HOMES FOR THE FRIENDLESS.

These institutions, of which there are three in the State, are designed principally to furnish homes and protection for destitute females, and are under the care and management of benevolent women. These destitute women and children are received until suitable places of employment are found. While in the homes they are employed, the elder ones in needle-work, and the children are taught as in the asylums, and bound out at suitable ages. The institution in Syracuse and the one in New-York have also established ragged schools, finding employment and instructing children, who have no other instruction, in needle-work, and furnishing them clothing. It is believed that they are amongst the most useful of charitable institutions, partaking of the char-

acter of orphan asylums, and not less interesting in their benevolent objects; it is believed that they are equally entitled to the fostering care of the State.

ALBANY INDUSTRIAL HOME FOR THE FRIENDLESS.

This institution is located in the city of Albany, and was established eleven years since; it is supported entirely by private charity. The managers state its object to be to feed the hungry, clothe the naked, and to serve as an intelligence office, furnishing good places of employment to the needy and destitute. Twenty-five aged females, from sixty-five to one hundred years of age, are here supported during the short remainder of their lives. Six of those are of foreign and nineteen of native birth.

TROY ORPHAN ASYLUM, TROY.

This asylum was founded twenty-two years since and has now in charge ninety-three orphans. It is supported by donations and by the State appropriations. No assistance is received from the Common School Fund. The last appropriation was of about $1,210.

The children are received between the ages of three and nine years, and are dismissed at ten if an opportunity offers. They are at this latter age bound out to farmers until they reach the age of seventeen years. Their course after leaving has been eminently satisfactory. Over five hundred have been dismissed by the present matron during the past twenty-two years, and the managers have never known one to be imprisoned, or intemperate, and with few exceptions have been all that could be desired. While in the asylum they are instructed in all ordinary branches taught in common schools, and the school is regularly inspected by a committee of citizens appointed by the trustees.

On the fourth of July last the asylum was visited by eight former pupils; one was about to enter the ministry; another was a physician; and all were prepared to enter life with great credit and promise of future usefulness.

SOCIETY FOR THE RELIEF OF DESTITUTE CHILDREN OF SEAMEN.

This institution is located on Staten Island, and was first established in 1846, on the grounds of the Sailor's Snug Harbor, and near that institution. As its name indicates, it is designed for the relief and support of destitute children of seamen. Its support is derived from charitable contributions and appropriations from the State. The last sum received was $1,875.75. The inmates at present number one hundred and twelve, and are received at ages varying from three to eight years. While in the asylum they are well taught in the usual branches of a common school education, and in various domestic employments. On arriving at suitable ages they are bound out to such pursuits as offer, and this year several have been sent to homes in Wisconsin. Five-sixths of the children are of foreign birth. The location is a healthy one; there are none in hospitals; and but two deaths have occurred since the establishment of the institution. The grounds comprise five acres and the play-grounds are ample.

III. LUNATIC ASYLUMS.

STATE LUNATIC ASYLUM AT UTICA.

This institution, established by the State, was opened for the reception of patients in January, 1843.

The farm, of which there are 135 acres of valuable and productive land, and buildings with the necessary stock, furniture, &c., cost the State to 1850, $386,100. The building is a substantial stone edifice, capable of accommodating 450 patients, though a larger number is oftener received; the average number since the last report has been 453; the whole number of admissions during the same time, 220, and the number of deaths twenty-eight. The whole number received into the asylum since its opening in January, 1843, to October 31st, 1856, is 4,808, of whom 2,002 have recovered; 740 were discharged improved; 571 have died; 1,009 discharged unimproved; not insane twenty-three; remaining October 31st, 1856, 461. During the past year 167 have been refused admission.

It was unfortunate for the State that in a building where it was so much required, so little attention was paid in its construction to warming and ventilation. The importance of this is now too well understood to require any argument from the committee. The managers more than three years ago found it necessary to commence a plan which has been described in detail in reports to the Legislature for warming and ventilating the buildings; and the committee are satisfied the plan was judicious, and that it was required by a due regard to the health and comfort of the patients; and a reference to the recent reports of the superintendent it is believed will fully justify the course of the managers in the improvements they have undertaken.

The committee visited every part of the asylum, and saw all the inmates, their employments, amusements, &c., and witnessed the

general treatment of the patients, and were pleased to find that with more than 450 lunatics, and among them were twenty from the different State Prisons, and several of them had been convicted of murder, yet all were managed with kindness; irons, chains, hand-cuffs and shackles, so frequent in county poor houses, are here not known; some gentle restraint is sometimes used to prevent patients tearing their clothes, &c., but there were but two cases even of that kind among the whole number; and the management of the asylum and its inmates was highly satisfactory to the committee.

As connected with these visits to the county houses and to this asylum, a case is here mentioned to show the importance of the gentle treatment of lunatics as contrasted with the practice in those houses where mildness and kindness do not prevail.

In the month of April last a young man of about twenty-one years of age, suddenly became insane, was sent to a county poor house, and immediately chained to the floor, where he remained a violent maniac to all appearance, and his malady increasing as his confinement continued. At last he became so violent from this treatment, that they could manage him no longer, even with chains and handcuffs, and in September he was taken to the asylum at Utica, with all his shackles upon him—his legs fastened together with the same rings and chains which he wore in his last abode, and these had become so tight and so rusted that they were cut off by filing, and the committee examined the irons soon after they were taken off in this way. When relieved from these, and the regulations of the asylum explained, and told that he would be kindly treated, he became perfectly calm, went to work on the farm the next morning, and he was seen by the committee after he had been there more than four weeks, in which time he has shown no symptom of violence, nor even required any care from the attendants; and there is every reason to suppose he will soon recover from his recent attack, and be restored to his friends; and it is quite certain he would have become a confirmed lunatic, had his harsh treatment been continued.

An examination of the improvements in progress and accounts of expenditures connected with them, satisfied the committee that the managers are entitled to credit for great faithfulness in the discharge of all their duties; that the money of the State has been judicially expended, and that full confidence may be placed in their guardianship of the asylum, and in their protection of the interests of the State as connected with an institution which, under their care has become one of the first in the country, and has proved a blessing to many who have sought alleviation from the appalling and increasing disease which is desolating so many homes, and calling so loudly for sympathy and relief.

It is true that large sums have been expended in the purchase of the site and erection of the buildings for this asylum, but a comparison of the cost of similar institutions in other States, in reference to the number which each will accommodate, will show that there has been no improper expenditure in the erection of this.

From the books of the treasurer, and from estimates of the managers, the committee have obtained the following statement:

UTICA LUNATIC ASYLUM.

The total expenditures in the purchase of the site, construction of buildings, stocking, furnishing, heating, &c., from 1836 to 1850 is $386,100; from October 1st, 1842 to 1st October, 1847, the annual appropriation for payment of salaries was $5,500 and for five years 27,500 dollars: of this sum was drawn $22,219.22, leaving a balance not drawn of $7,280.78. From 1847 to 1st October, 1856, $47,750 was appropriated for salaries, of which $46,499.70 was drawn, leaving a balance undrawn of $1,250.30; excess of appropriations above the amount actually drawn for salaries $8,531.08.

The receipts of the institution for the support of paupers from the counties, and for the support of private patients have been sufficient for all the ordinary expenses, and have enabled the managers in the last ten years, ending 1st October, 1856, to pay

for furniture (exclusive of $5,000 appropriated by the State) $40,537.23, and they have also paid for repairs, additions and alterations, the sum of $48,187.68 making together the sum of $88,724.91.

The receipts from December 31 to 1st October, 1856, exclusive of receipts for salaries, and including a balance of $3,268.78, of the previous years, have been $86,623; and the amount paid out during the same period for ordinary expenses and for all the objects mentioned above is $75,783.87, leaving a balance on hand of $10,839.86, which it is supposed will be required for the payments of October and November.

There is due from the counties (up to the 1st August, 1856,) $19,584.44. The institution is free from debt, except for money advanced by the bank to enable it to proceed with the work for heating and ventilating, and the repairs connected with these improvements. A sum not yet ascertained is also due for pipes and boilers. It being deemed quite necessary to complete a portion of the work of ventilating, warming, &c., before the winter of '56 and '57, the sum of $15,137 has been expended for that purpose, up to 1st October, 1856, in anticipation of the appropriation recommended by the committee of both houses of the Legislature of $57,000, and was provided for in the general appropriation bill, which the Legislature adjourned without passing.

The weekly average cost of the maintenance of the patients for the year 1855 was three dollars and ninety cents for each, charging the whole expenses of the institution, (except officers' salary received from the State,) including, expenditures for furniture, ordinary repairs and clothing, and it is supposed the expenses for the current year will not vary much from the last.

BLOOMINGDALE LUNATIC ASYLUM,

A branch of the New-York Hospital was erected in 1821, and is located about five miles from the city of New-York. Accommodations are afforded for about two hundred patients. The present number is one hundred and forty; the average number for the year is one hundred and forty-two.

The asylum is situated in one of the most healthful and beautiful spots on the island and has annexed about forty acres of land, a portion of which is laid out in walks and gardens. The main building is particularly adapted to the residence and recovery of convalescent patients and those of a quiet disposition and orderly habits, being entirely devoted to these classes. Separate buildings are provided for the more violent. Since the 1st of January last, thirty-nine have been discharged as cured; twenty-four improved; eleven not improved and fourteen have died: total discharged *ninety*. One hundred and thirty-eight are paying patients, and four pay nothing. The average monthly expense of the institution is $3,152.41. But one physician is attached to the asylum; there are nine male and eleven female attendants. Religious services conducted by the chaplain are attended in the chapel each Sabbath.

The amount received from patients since the first of January last is $33,720, and $10,000 is annually appropriated by the State for its support. A library of several hundred volumes and a large list of magazines and newspapers afford opportunities for reading, and many other means of amusement and employment are provided.

A committee of the governors of the hospital visit and examine into the condition of the inmates with great regularity every week. Nothing appears to be neglected by the governors or the resident physician, which can add to the comfort of the patients, and the whole establishment was found by the committee in the most satisfactory condition.

It is found that fifty per cent of all received into the asylum are cured. Harsh treatment is avoided and even confinement in rooms is seldom resorted to. Only two were under restraint when the house was visited by the committee.

IV. THE INSTITUTION FOR THE INSTRUCTION OF THE DEAF AND DUMB.

THE INSTITUTION FOR THE INSTRUCTION OF THE DEAF AND DUMB.

Is prominent among those public charities which derive an annual support from the treasury of the State, and have been regarded with favor by the people. The committee deemed it to be within the proper scope of their duties to visit, and examine into the condition of this establishment. The period was an inopportune one for a full examination of the classes, as the school was in the midst of preparations for removal to the new buildings at Fanwood.

Public examinations and exhibitions of this school have been so frequently held before the Legislature that it will scarcely be necessary to enter into any detailed report of the mode of teaching or the result attained. It is sufficiently well known that no similar school has ever reached so high a place in the public estimation as for years past has been enjoyed by the one under notice. Pupils of destitute parents are received, under a selection by the Superintendent of Public Instruction, at the age of twelve years or upwards, and are educated and supported for the term of five years at the cost to the State of $150 annually.

At the close of the first term of five years, on the recommendation of the directors for good conduct and capacity, the Superintendent is at liberty to continue pupils for two years longer. A high class was established some years since, into which pupils of superior acquisitions and great promise of usefulness, can be retained for instruction in the higher branches of knowledge for an additional term of two years. This class has, in its operation been found very successful, and some of the graduates have evinced capacity and accomplishments that would compare favorably with scholars endowed with all their faculties.

The committee, with the President and Professors, attended an examination of a portion of the classes, in the course of which the most satisfactory evidence was given of a thorough acquaintance on the part of the pupils, with the construction and meaning of language, the elements and principles of the several branches of knowledge usually taught in schools, and perfect readiness and capacity to converse by signs, and by the aid of written language. The progress made by classes of one and two years continuance was quite remarkable and full of interest, while the perfection of the system was fully established in the case of those who had been benefited by a longer course of instruction.

In making the last annual report to the Legislature, a particular account was given of the sale of the property heretofore occupied by this Institution, showing that a net profit was realized of $185,000. It was also shown that thirty-seven and a half acres of land had been purchased at Fanwood, about nine miles from the City Hall, for $115,000, upon which the directors had paid $35,000, and that it was mortgaged for the balance, $80,000. The balance of the $185,000 has been expended in the erection of buildings and improving the property at Fanwood. These buildings, now in an unfinished state, are substantial structures, capable of accommodating four hundred and fifty pupils when completed, besides affording sufficient room for teachers and their families.

Having expended all their funds in the erection of buildings, and incurred a considerable debt, the directors have not the means of completing them, and now propose to convey the property in fee to the State, should the Legislature see fit to appropriate the sum required for that purpose. In making this proposition, the directors submit the following statement:

The amount required to complete the buildings is....	$60,000
There is now due on account of buildings.....	118,850
Due on mortgage.....	80,000
Am't required to complete buildings and pay mortgage,	$258,850

Value of real estate when buildings are completed:

Cost of thirty-seven and a half acres of land.....	$115,000
Amount expended to the 1st of January, 1857.....	364,000
Required to complete buildings as above.....	60,000
	$539,000

By this statement it will be seen that, to complete the buildings according to the original plan, and pay the mortgages upon the property and the amount of indebtedness incurred in erecting the buildings, two hundred and fifty-eight thousand, eight hundred and fifty dollars will be required; and that the whole cost of the property when the buildings are completed will be five hundred and thirty-nine thousand dollars. It is also to be mentioned that towards the cost of the property first purchased at 50th street, and now sold, the State appropriated twenty-five thousand dollars, and in 1855, towards the erections of building at Fanwood, twenty-six thousand, seven hundred and fifty dollars.

The committee do not feel called upon to recommend that the State should assume the debts of this Institution, complete the buildings, and thus make it an institution of the State, or to express an opinion respecting such proposal, but consider it their duty to communicate it to the Legislature that the subject may receive such consideration as it may be thought to require.

The whole number of pupils now on the rolls of the institution is three hundred and fourteen; the largest number ever under instruction since its foundation. The committee found here a devoted and efficient body of professors and teachers, many of them of great skill and experience in the instruction of this interesting but unfortunate class; and they are not advised that in this particular case any injury has resulted from the organization of the board of directors, by which the officer at the head of the instructors is placed at the board as the presiding officer of the directors; but as a general rule, it is believed by the committee that the teachers who are always supposed to be employed by the

directors, should in no case have a voice in their deliberations, or be in any degree accountable for the acts of those upon whom is supposed to rest the responsibility of conducting the financial affairs and business of a large institution, but that on the contrary they should be allowed to devote their undivided attention to the instruction of those over whom they are placed, and for whose improvement they are held accountable.

V. INSTITUTION FOR THE BLIND.

NEW-YORK INSTITUTION FOR THE BLIND.

This institution, established about twenty-five years ago, has now large and convenient buildings, in a healthy part of the city and has under its care one hundred and seventy blind children. One hundred and forty of these are State pupils. The average number for the year has been one hundred and seventy, and but a single death has occurred. Sixteen teachers are employed, ten of whom are blind. The annual expense of the establishment is represented to be $30,000. One attending and three consulting physicians are attached to the institution. One-half of the inmates are children of foreigners. The boys are taught such trades as the blind are able to pursue and the girls instructed in needle work. The system of teaching in the school appears well adapted to blind children and to be well conducted. The State pays $180.00 for each child and the same is charged all paying pupils.

VI. HOSPITALS.

ALBANY CITY HOSPITAL.

This hospital is pleasantly and healthfully located on the corner of Howard and Eagle streets.

It is supported by donations from individuals, by appropriations from the State, by interest from a vested fund of about $20,000, and from pay patients. It has received from the State in all, to 1855, $10,817.

The institution has been established for five years, and in that time has treated 705 patients. Of these 412 were paupers. To pay patients there is a charge, in general ward, of $3.50; in private room $5. Of patients treated 545 were foreigners, and 160 Americans. Of the foreigners 425 were from Ireland.

Of the whole number 474 were males, and 231 females. Sixty-four deaths have occurred. No persons laboring under contagious diseases are admitted. In 1855 were 222 patients. The average weekly expense for patients is $5.14. Average time patients remained in hospital during the year 1855 was five weeks and nineteen hours.

The present number of patients is twelve, of which number ten are foreigners.

The average number in the hospital is twenty-five.

In connection or attached to the hospital is the Albany dispensary, to support which the State has appropriated $500 per year for the past three years. Here medicines and advice are administered gratuitously to the poor on application. The dispensary fronts on Howard street.

The hospital building is well and substantially built with modern improvements. It is well warmed and ventilated, and

appears to be well provided with all the usual appliances and conveniences calculated to secure the ends contemplated by the founders of the institution. It has a board of governors, four attending physicians and four attending surgeons, a resident physician and surgeon.

The labor of the attending physicians and surgeons is gratuitous, and would amount annually, if performed in private practice, at the usual rate of charges in Albany, to at least $8,000.

It owes its existence to the untiring energy, active benevolence and labors of a few prominent citizens of Albany, among whom are several who are an honor to the medical profession and to the human race.

It is a noble charity, well deserving the confidence and liberal contributions of the public and the bounty of the State.

BROOKLYN CITY HOSPITAL.

The building for this hospital was erected in 1851, and was occupied early in 1853, and cost, with the ground, eighty-four thousand dollars. There are ten physicians and surgeons attached to the hospital, and all serve without compensation. The number of patients is now seventy; the whole number received from the first of January to the first of October was four hundred and forty-one. The average expense of the support of each patient is $3.50. There are now sixty-two paying patients, twelve of whom are paid for by the United States; fifty others paying three dollars per week. The appropriation by the city of Brooklyn in 1855 was $4,000, and the amount received from the State was $9,249.96. The institution owes nothing on account of buildings, and has a credit at one of the Brooklyn banks for $7,000.00, secured by notes of the corporation on demand, which enables it to meet the current monthly expenses, which are only incurred upon the principle of cash payments. The building is two hundred feet long and is placed about one hundred feet from the street, from which it is raised twenty feet, and is located in one of the most healthful and pleasant spots in the city. Its interior

arrangements are good, well lighted and well ventilated, and does credit to all concerned in establishing and conducting it.

BUFFALO HOSPITAL OF THE SISTERS OF CHARITY.

This hospital was incorporated February 3d, 1849. It is located in a high, healthy part of the city, with very good arrangements for ventilation. The corporation owns three lots of ground which gives them the control of the surrounding space, and which will insure the hospital against encroachments from other buildings. This building is of brick, 170 feet front, 49½ feet deep, three stories high, with a basement which is occupied as a kitchen, work-room, bakery, cellar and for other domestic purposes. The number of patients at the time of our visit was seventy.

They have four attending surgeons and four attending physicians, who attend alternately during the year, all of whose services are rendered gratuitously. The amount of such services thus annually rendered by the medical profession of Buffalo, at the ordinary charges for such labor in private practice, would not be less than $6,000. A very liberal and noble offering from the medical gentlemen of Buffalo for the relief of the poor and needy.

Of the patients received in this hospital during the year 1855, there were of foreign birth 986, American 205.

The number of patients with the current receipts for the year ending January 1, 1856, are as follows:

Received from Commissioners of Emigration for attendance on emigrant patients.....	246	$5,796 98
Do do for marine patients.....	116	1,482 21
Deposits made by patients.....	281	1,498 78
do Erie county	106	761 07
do City of Buffalo.....	82	798 78
do Charity patients	330	.....
do Private patients	30	719 88
do from the State.....		10,648 98
	1,191	$21,706 68

Deduct from this the sum received from commissioners of Emigration due in 1854.....	$997 25
Total income	$20,709 43

A large number of out-door patients have been supplied gratuitously from the dispensary attached to the hospital, not only with medicine but with food, of none of which any account has been kept.

The disbursements since the foundation of the hospital may be seen by the annexed appendix. No report has ever been made to the Legislature. Your committee are of opinion that every hospital, as well as every other institution receiving aid from the State, should render a strict account annually of the monies received and disbursed.

Attached to this hospital is an asylum for lying-in-women and foundlings, under the same government, established in June, 1854. The number assisted in this institution to January, 1856, were seven widows, sixty-four lying-in-women and forty-nine foundlings. They have commenced and partially erected a suitable building for their accommodation; at present having to occupy several small buildings adjoining each other.

The expense thus far incurred for the support of the inmates, has mostly been met by donations and renumerations for various services.

The expense thus far incurred in the erection of the building has been by loans.

This is a charity well deserving the fostering care of the State, as well as the liberal contributions of a benevolent public.

Receipts and expenditures of Buffalo Hospital of Sisters of Charity, from its commencement, August, 1848, *to September* 1, 1856.

Am't cash collected in Buffalo for hospital.....	$980 00
donations from sundry persons.....	300 00
proceeds of fair	1,006 00

Am't cash collected by Rt. Rev. Dr. Timon.....	$3,100 00
State appropriation.....	9,000 00
donation from Rt. Rev. Dr. Timon.....	2,600 00
from patients	2,666 00
	$19,652 00

(In 1848 and 1849.)

By first purchase of lots.....	$3,700 00
Other lots	3,375 00
First repairs	1,300 00
First addition	1,700 00
Second addition	5,400 00
Building dead house.....	200 00
Provisions, beds, furniture and medicines.....	9,192 00
Window blinds	350 00
Servants' wages for two years.....	600 00
	$25,817 00
	19,652 00
Balance	$6,165 00

(1849 to Dec. 1, 1850.)

Am't cash proceeds of fair.....	$1,400 00
Commissioners of Emigration, N. Y.....	1,491 00
Patients	1,944 72
Medical students	365 31
Board of house student.....	134 00
Donations from sundry persons.....	175 00
Jenny Lind's concert.....	200 00
County supervisors	500 44
Commissioners of Emigration, N. Y.....	340 00
	$6,550 52

By balance from last year	$6,165 00
Medicines	655 23
Provisions	3,675 13
Wood and coal	400 00
Clothing of nine sisters	450 00
Furniture and beds	595 70
Repairs of building	380 72
Servants' wages	302 00
Insurance	50 00
Additional lots	1,132 74
	$13,828 02
	6,550 52
Balance	$7,277 50

(1852.)

Am't cash State appropriation	$14,480 11
Commissioners of Emigration	3,646 75
Patients	1,700 34
County supervisors	805 34
Custom house for marines	307 95
Medical students	445 93
Donation from Rt. Rev. Dr. Timon	1,823 00
Donations from sundry persons	2,488 50
	$25,697 92

By balance from last year	$7,277 50
Provisions and flour	3,539 84
Beds, bedding and dry goods	534 28
Medicines, articles for the use of apothecary	1,728 28
Repairs and painting	321 62
Clothing of twelve sisters and some poor	766 57
Servants' wages	750 21

By Wood and coal	$695 82
Funeral expenses	148 75
Local taxes	53 64
Additional lots	8,995 00
Different items	300 00
Building	1,941 00
Small expense, repairing fences, &c	374 00
	$34.757 01
	25,697 92
Balance	$9,059 09

(1853 and 1854.)

Am't cash State appropriation	$11,711 18
Commissioners of Emigration	2,671 29
Patients	1,977 93
Custom house for marines	534 50
Medical students	261 40
Donations from sundry persons	2,179 10
	$19,335 40
By balance from last year	$9,059 09
Provisions and flour	3,966 27
Beds, bedding and dry goods	913 31
Repairs and improvements	613 72
Local and lamp taxes	238 45
Wood and coal	639 00
Horse, wagon, &c	506 00
Furnace and fixings	841 52
Medicines, &c	646 40
Clothing of thirteen sisters	650 00
Insurance, $50; bedsteads, &c., $300	350 00

By Cottage lots	$2,000 00
Additional lots	1,657 00
Water-works	44 45
Four cows and sundry expenses	623 00
Servants' wages	391 30
Funeral expenses	256 38
Furniture, delft and glasswares	1,393 00
	$27,568 89
	19,335 40
Balance	$8,233 49

(From Jan. 1, to Sept. 1, 1855.)

To cash State appropriation	$10,648 98
Commissioners of Emigration, N. Y.	3,446 33
Patients	1,752 20
County supervisors	473 04
Custom house for marines	1,317 17
Medical students	82 00
Donations from sundry persons	2,424 85
	$20,144 57
By balance from last year	$8,233 49
Provisions and flour	6,716 88
Repairs, painting, &c	1,172 01
Furniture, dry goods, &c	1,213 84
Clothing of thirteen sisters	650 00
Servants' wages	525 25
Coal, partly from last year	1,290 29
Wood	359 06
Taxes and insurance	149 65
Lots	2,332 45
Large cooking stoves, &c	331 00

By Funeral expenses	$200 00
Medicines, &c	500 00
Carpenter-work, white-washing, &c	300 58
	$23,974 49
	20,144 57
Balance	$3,829 92

(Sept. 1, 1855, to Sept. 1, 1856.)

To am't cash State appropriation	$10,069 00
Commissioners of Emigration	3,706 62
Patients	1,400 00
Custom house for marines	1,250 99
County supervisors	2,106 41
Donations from sundry persons	694 00
	$18,622 02

By amount for lots to enlarge the grounds for convalescent patients	$2,535 85
Building	2,600 00
Taxes	58 63
Hydrant water	63 61
Coal bill last year, paid in Sept	638 29
Do of this year	705 00
Insurance	77 50
Fencing, repairs, painting, &c	531 11
Advertisements	20 50
Wood	506 13
Medicines and articles for apothecary	745 38
Beds, bedding and dry goods	980 07
Clothing for the sisters	650 00
Repairing furnaces, hardware, &c	687 18
Servants' wages	643 96
Delftware	53 04

By Soap bill	$108 34
Feed (hay, &c.)	278 95
Ice during the summer	36 74
Flour	2,405 41
Meat	1,565 05
Vegetables and fruit	251 88
Groceries, &c	1,806 03
	$17,948 65
	18,622 02
Balance on hand Sep. 1, 1856	$673 37

SISTER CAMILLA O'KEEFE.

CHILDREN'S HOSPITAL IN THE CITY OF NEW-YORK.

Under the act for the incorporation of charitable and religious societies, a number of benevolent ladies associated about three years ago for the purpose of taking charge of the children of poor women, who were compelled to leave their homes during the day to seek employment to enable them to support themselves and those dependent upon them. Children, whose mothers had died in giving them birth, were also received and provided for by nurses in the institution, and thus saved from the almshouse. A greater number than the society were able to accommodate asked for admission; and last year two hundred and sixty-seven children and one hundred and twenty-two women were benefited by this charity, nearly all of whom, during their residence there, required medical treatment. Mothers with infants, without a home, of good character, were received and places provided for most of them, and their children kept here at a small charge while the mother was enabled to obtain high wages in other parts of the city. Destitute, neglected and deformed children, far gone for want of proper care, were never refused admission, and often raised from an almost hopeless condition to a healthy state. It was soon found desirable to establish a hospital for the treatment

of the sick children apart from those in health, and a small one was provided for the purpose, the benefits of which have been apparent the last summer, when a large number were attacked with scarlet fever; every one of whom recovered, and by this separation the others escaped the disease. The hospital is found quite too limited in its accommodations, and it is in contemplation to build one of suitable dimensions, where the society may be enabled to receive all destitute children who need hospital treatment, and which it is not to be supposed this class can find elsewhere.

The mortality in this institution is found to be about twenty per cent., which is less than in the foundling hospitals of Paris and other cities in France. The managers of this charity are assisted in their work by a board of eight distinguished physicians, some of whom are in daily attendance at the hospital, and all are serving without compensation.

It is understood the corporation of the city will give the grounds required as soon as the means are provided for the erection of the hospital; and they have already shown their estimation of the institution, by appropriating two hundred and fifty dollars towards its support. The Howard Association, of New Orleans, upon being acquainted with its objects, also sent a liberal donation for its encouragement and assistance. Large donations have been made by the citizens for the support of the institution, and upon these it must depend for current expenses hereafter; and it is supposed for this purpose they will be continued; but for carrying out the objects of the association, and providing a suitable Children's Hospital, larger means are required than the managers can at present command.

MARSHALL INFIRMARY, TROY.

This institution was incorporated in 1851, and the hospital building was finished in 1854. A large proportion of the whole expense of its erection was defrayed by Mr. Benjamin Marshall, to whom it owes its origin.

The entire cost of grounds and building was $35,000.00. There was received from the State last year $1,322.94 and from pay patients $1,200. It has now twenty-three inmates, twenty of whom are paying and three non-paying patients. The average number of patients for the year is thirty, and there are accommodations for seventy-five. This hospital has four attending physicians and surgeons, with a resident physician and surgeon. The whole number treated during the past year not ascertained. The value of gratuitous services rendered annually by the attending physicians and surgeons, at the usual rate of charges in private practice cannot be less than $2,000.00.

Private patients pay from two to five dollars per week. The expenses of the hospital last year were $7,195.00, and it is now in debt $1,500.00. For its support Mr. Marshall contributes $1,500.00 annually, and the balance is made up by private subscription.

The building is one hundred and twenty feet long, three stories and basement, and built of brick, with high ceilings. It is well ventilated; warmed by stoves, and the whole kept in the best order.

Four attending and one house physician are employed. A most valuable addition is making to this institution in the erection of a building of two hundred feet long by forty wide, and capable of accommodating seventy-five *insane* patients, who will be placed under the charge of the able medical staff now attached to the hospital.

NEW-YORK HOSPITAL.

This institution is located on Broadway, between Duane and Worth streets. It was chartered by the Provincial Legislature in June, 1771. The charter committed the government of the institution to twenty-six governors, who held their first meeting in July, 1771.

In 1772 the Provincial Legislature granted in aid of the hospital, the annual allowance of $2,000 for twenty years.

In 1773 the foundation of the hospital buildings was laid, 27th July. In February, 1775, when the building was nearly completed, it was accidently nearly consumed by fire. In March the same year, the Legislature granted the sum of $10,000 to enable them to rebuild their house. During the revolution, the unfinished buildings were used for barracks by the British and Hessian soldiers.

It was not completed and fitted for the reception of patients until 1791. It struggled on, occasionally receiving aid from the State, until 1806, when an act was passed directing the sum of $12,500 to be paid to the hospital for fifty years, which term will expire in May, 1857.

The buildings are of stone, and with the recent additions, made by the governors at an expense of $140,000, contributed by the benevolent citizens of New York, provide ample room for the accommodation of as many patients as can safely be congregated in one establishment.

The arrangements for heating and ventilation are constructed on the most approved modern plans, and render the buildings and wards at once comfortable and healthy. They were all visited by the committee, who found the establishment located on the highest grounds in the city, overlooking all the surrounding buildings, purified by a broad expanse of water, well laid out grounds, with walks and trees, large wards with high ceilings, and plain walls, well ventilated and heated; iron bed-steads, clean bed clothes and perfect cleanliness throughout the whole of the buildings. Pure air, pure water, good and suitable food, good nursing, with appropriate medical attendance, rendering, in our opinion, this institution equal if not superior to any in this or any other country. The labors in overseeing this establishment, on the part of the governors, is entirely gratuitous. They are required to meet monthly, and a committee of that body to visit the hospital twice each week, and oftener when necessary. Many of these worthy men have thus served the public from ten to forty years, with no other remuneration than the satisfaction of having minis-

tered to the wants of the sick, and, like the good Samaritan, "poured oil and wine into the wounds" of the poor and diseased.

Since the opening of this institution in 1791, to January, 1856, 106,111 patients have been admitted to this hospital. Of this number, 77,390 have been discharged cured, and 4,768 as much relieved. Out of the whole number, 10,893 have died, very many of whom were brought into the hospital in a dying condition, from casualties in the city. Deducting these, and the ratio of deaths will not much exceed five and a half per cent., a larger ratio of cures than is recorded of any hospital in Europe.

More than two-thirds of all the admissions are poor, and receive every necessary attendance, board, &c., gratuitously. There are four physicians and six surgeons who attend the hospital. They are selected from the most eminent of the profession, and are appointed annually by the governors. One physician is required to visit every medical patient afflicted with acute disease at least once a day, and oftener if necessary; and every medical patient of every description must be visited twice every week. Two surgeons must visit the hospital at least three times every week, and every surgical patient once a week.

The physicians and surgeons perform these services gratis; the amount of which services, if performed in private practice, at the usual rate of charges in the city, would be not less than $30,000 annually. And the amount of gratuitous services rendered by the medical profession, in the public hospitals alone, in the city of New-York, would exceed $100,000 annually. The whole number of medical and surgical gentlemen attending the hospital is twenty-one. The list of these officers, for seventy years past abundantly proves that there has never been any necessity of pecuniary inducements, in addition to higher and distinguished motives, to obtain the services of learned and skillful men; a fact highly honorable to the medical profession of the city.

Situated as that institution is, in the heart of this great city, on its greatest thoroughfare, where thousands pass its doors every hour, yet how few are aware of the sickness and suffering re-

lieved within its walls every day, through the silent, unostentatious labors of a few men. Men, too, of the highest character, learning, and ability, the country can boast of. All this done, too, without fee or reward, except the heart-felt gratification of having relieved human suffering from pain and disease, and enabling them to go forth and enjoy the blessings of health and cheerfulness.

Since the last annual report, 2,203 patients have been admitted to the hospital, which, added to the number then on hand, (226) making in all 2,429 received since the 1st of January, 1856. The largest number treated at one time is 308. Of the 2,203 admitted since January, 733 were cases of casualties, received in and about the city. Of the whole number (2,429) under treatment since January, 226 have died; on 72 of which the coroner held inquests. The cost of support for each patient is $4.32 per week. The charge to those able to pay is $3.00 per week. The only resources possessed by the governors, other than pay from patients, is $472.36 annually.

The indebtedness of the governors for the construction of the new building is $60,000. When we reflect upon the fact that over 83,000 human beings have been cured or materially relieved, through the gratuitous labors of the officers and governors of this institution, since its establishment, it should call forth our grateful thanks.

NEW-YORK OPTHALMIC HOSPITAL.

This institution was incorporated by an act of the Legislature April 21, 1852, and commenced the reception of patients May 25, 1852. The buildings occupied for hospital purposes are located on Stuyvesant street, near 3d Avenue. Since its opening in 1852, the attending physicians and surgeons have assiduously pursued the best system of treatment for the great variety of cases that have presented themselves for their counsel. The result has been very satisfactory, not only to the patients themselves, but also to the patrons and officers of the institution, and the public. The officers are deserving much credit for their faith-

fulness and untiring industry in attending all who present themselves, most of whom have been attended without any charge, thus adding another to the free institutions of the city for the relief of the sick poor.

In addition to the regular daily attendance on those calling for aid, the surgeons of this hospital give annually a course of lectures on diseases of the eye, which was attended by more than fifty students the last term. The whole fees arising from this source are devoted to the interests of the institution, in hopes thus, with donations, to be able to erect a suitable building for their better accommodation.

The institution is in a flourishing condition, and its usefulness encourages its patrons in the belief of its necessity, and its ultimate success. The number of admissions since January 1, 1856, 987; remaining in hospital at that date, 80; whole number treated, 1,067, a very large per cent. of whom have been discharged cured. Whole number treated since the opening of the institution in May, 1852, 4,619. The amount of labor gratuitously performed by the surgeons of this hospital annually, in attendance on the above number of cases, would, at a fair value, amount to at least $8,000.

MARINE HOSPITAL, STATEN ISLAND.

The Marine hospital at Quarantine, Staten Island, was visited by your committee in October last. This institution, as is well known, constitutes a most essential department of the quarantine establishment of the port of New-York; and it is one of the largest hospitals in the State. It comprises eleven distinct buildings devoted to wards for the sick and for persons in quarantine; and besides the hospital edifices, there is a large number of other buildings devoted to the various purposes of the quarantine establishment.

All officers and employes of the Marine Hospital, together with the health officer and his subordinates, reside within the quarantine enclosures, as required by law.

Of the thirty acres of land originally purchased by the State for quarantine purposes, five acres are occupied by the United

States Government, agreeably to the cession made by the State of New-York, in the year 1800. Complete jurisdiction of the grounds, however, is accorded to the State officers, so far as relates to any rights or questions affecting quarantine and the public health.

The visit of your committee to this institution was made immediately after the prevalence of the yellow fever, and before the wards devoted to the sick with that disease were closed for the season.

At the time of our visit, cases of Asiatic cholera were being received from German emigrant vessels, and we observed that the physician-in-chief required that these as well as other classes of patients affected with pestilential maladies should be kept isolated from each other, as well as from the convalescent and those sick with milder diseases.

This, he informed us, seemed to be essential to the safety of the several classes of patients.

We observed that in the wards devoted to yellow fever, typhus and small pox, ample provision was made for perfect ventilation and scrupulous attention paid to cleanliness. And for these important conditions, the temporary and cheaper edifices are preferred to the larger and more costly structures, which were erected many years ago, and are deficient in every requisite for sanitary purposes.

Happily adapted to sanitary purposes as are the grounds of the Marine hospital, we observed that the only supply of water for the establishment is by wells and cisterns, and that there could be, of course, no sewerage. This must certainly be regarded as a great disadvantage to the institution, and one which should be remedied if the present quarantine station is retained.

At the date of our visit, there were about one hundred and fifty patients in the hospital. The institution is kept in readiness for the reception of one thousand persons at any time, and a much larger number can be temporarily accommodated. During the months of May and June of the past year there were at times upwards of fifteen hundred persons at once under care and obser-

vation in the hospital. This is the largest number which can be provided for at one time in the various hospital buildings.

The total number of patients admitted to the Marine hospital is not so large as the number of persons placed there for observation, from vessels presumed to be infected.

The whole number of sick persons admitted to the institution during the first nine months preceding our visit, was one thousand two hundred and twenty-three; and the whole number of persons temporarily detained on the quarantine grounds, under medical observation, had been for the same period two thousand four hundred and twenty-one.

The medical staff of the Marine hospital consists of the physician-in-chief, Elisha Harris, M. D., and one assistant, Theo. Walser, M. D.

The number of nurses varies from ten to twenty, and the whole number of persons employed in all departments, including the chaplains, sexton, patrol, &c., amounts to about forty.

The physician-in-chief, who was appointed by the Governor and Senate, is ex-officio superintendent of the hospital and grounds, and is seldom absent from the establishment.

The legal care and trusteeship of the Marine hospital devolves upon the Commissioners of Emigration; but the chief physician is responsible for all that concerns the sanitary interests and management of the institution, and for this purpose the State has endowed this officer with sufficient power to control the internal affairs of the establishment.

The laws regulating the various offices and duties at quarantine seem to be well arranged, and so far as we learned, the existing system and the present officers work very harmoniously and very successfully.

TROY HOSPITAL.

This institution is under the control of a board of trustees, Rev. Peter Havermans, president. This hospital has been built six years, has a front of seventy feet by about forty deep, and is constructed of brick. Accommodations are afforded for fifty-four

patients. The average number in charge is about thirty; at the present time (September 18,) there are thirty-six. The charge per week is $1.50 and $2.00 from emigrants. There are now three private patients who pay three dollars, and four or five who pay nothing. The whole number treated the last year is 350. The value of medical and surgical services in the treatment of the 350 cases, and rendered by them gratuitously, which if done in private practice at the usual rate of charges in Troy, would not be less than $2,000. No report made to the Legislature from this hospital.

The yearly expense of the hospital exclusive of repairs, is not more than $5,000. $4,150 was received from the State last year, and the institution has no other income except as derived from pay patients and private donations. It has now a debt of about $3,000. The building is warmed by furnaces and well ventilated. Two physicians are employed. A pest house is much needed. The committee learned that a family of five persons were just recovering from the small pox, who during their sickness were placed in a building near and on the same lot with the hospital, and within a short distance of which were many dwelling-houses, and two orphan asylums with a large number of children in each. The safety of the immediate neighborhood and the inmates of the hospital at least, require that there should be provision made against similar danger. The attendants here are sisters of charity who devote themselves to the care of the inmates.

WOMAN'S HOSPITAL.

This institution has not as yet received the patronage of the State, but as an application has been made for aid from the funds of the State for its support, the committee visited this with other charities of the city of New-York. This institution is of recent origin. Its first official acts go no further back than February, 1855. The interest felt by your committee in the permanent establishment of this charity will justify a brief notice of its origin and objects.

The buildings now occupied for hospital purposes are located on Madison avenue. This charity was started by a few benevolent women of the city, for the express purpose of benefiting their unfortunate suffering sisters. To the humane, devoted and intelligent labors of these ladies it owes its existence, and was got up for the benefit of a class of women who are wives and mothers who are in one of the most deplorable conditions possible to conceive of. They have the sole management, government and responsibility of its support. This is as it should be. Who but *women* can sympathize with a sister suffering under the loathsomeness of injuries incurred during the most trying scenes of her life, and which this hospital has so successfully relieved? This, too, is one of the missions of mercy suitable for women growing out of the benevolence of our holy religion. Who ever heard of a woman hospital, or even a hospital of any kind, where the Bible is unknown?

"No heathen nation ever had a hospital." No! provisions for the poor, the blind, the insane, the deaf and dumb, the orphan, or any other ill that "flesh is heir to," exist; only where the benign influence of christianity is known. We rejoice that the christian women of New-York have taken this matter into their hands.

Another inducement for starting this charity at this time was that a discovery had recently been made for the radical cure of a disease hitherto deemed by the best medical authorities as almost or nearly incurable. Prior to this discovery surgery could do but little or nothing for this formidable difficulty. All the best surgeons of Europe, numerous, learned and skilful as they certainly are, and much as they have done for suffering humanity, have accomplished very little in this disease. It was reserved for an American surgeon to make the discovery that marks an era in our medical science. To Dr. J. Marion Sims, a native of South Carolina, but now a resident of New-York, belongs the honor of this discovery.

Doctor S., like many other discoverers who have blessed our world with their labors, incurred many discouragements before

he firmly established his mode of operation on a sure foundation. After repeated disappointments and failures—after more than twenty operations on one individual, and repeatedly on others, though discouraged, yet not disheartened—with an untiring energy and zeal, his genius, his perserving industry and unconquerable enthusiasm finally surmounted all difficulties, and he now stands the honored discoverer of one of the most noble and useful operations that has blessed our race.

These severe trials and often failures, the anxiety attendant on his arduous labors, mental as well as physical, so impaired his health that he was obliged to seek a more northern latitude, as a field for his future labors. On taking up his abode in the city of New-York, he was cordially welcomed by the leading medical gentlemen of that city, many of whom have given their influence and pecuniary assistance in aid of his great project. Thus with the benevolence and zeal of Dr. Sims, and the arduous and benevolent labors of a few ladies, was laid the foundation of the woman's hospital of the city of New-York. The result of the first year's labors has been such as to greatly encourage its patrons and friends, assuring them that still greater good may be accomplished with enlarged means and better accommodations.

All the resources for the support of the establishment since its opening, have been derived from private donations, with the exception of the sum of $2,500 donated by the city authorities, and $288.18 from pay patients; a very large majority of the patients are too poor to pay anything. The whole amount of expense incurred during the year was $5,989.23. Income from all sources $4,512.33, leaving a deficiency of $1,476.90. Sixty-one patients have been admitted to treatment. Of these twenty-one have been discharged perfectly cured, and all that remain on hand with one exception are curable, and in that one case, her sufferings have been greatly alleviated. In addition to this many out-door patients have been cured, or greatly relieved. When we reflect that all these were wholly incurable until the formation of the woman's hospital, we may begin to realize how great a boon it confers on suffering humanity.

Patients have entered this hospital from all parts of the State and even from remote parts of the Union to seek relief, and through the smiles of a kind Providence they have been restored to health and to all the enjoyments of domestic life, and gone their way home gratefully rejoicing. One case has entered its walls which had previously been under treatment, without benefit, in Gray's and St. Bartholomew's and St. Thomas' hospitals, London, also from various hospitals in our own country. This sad case has been *cured* in the New-York Woman's hospital. Surely this gives its patrons hope for future success, and ample grounds for renewed encouragement.

The number of patients in the hospital at the time of our visit was thirty-five, mostly poor foreigners. The amount of pay received weekly from them all was only $9.00. All other expenses for attendance, board, &c., gratuitous.

VII. DISPENSARIES.

The committee have visited all the dispensaries which have been assisted by the State, except one in the city of Buffalo, which was closed during the summer to be opened again when its aid is required as the winter approaches. A particular description of each is attached to this report, and will be found in the appendix of all, except that in Buffalo and one in Albany, which is mentioned in connection with the Albany hospital, to which it is attached.

These institutions are principally established in large towns and cities, where they are needed, to afford that gratuitous aid which the poor always require. There are nine in the State, all formed upon the same general plan, and having for their object the same benevolent work. They render important service to those whose health is their only capital, and by affording timely assistance to those whose poverty prevents them from obtaining that immediate medical aid which their condition might require; and which, by neglect, would render them permanently unable to support those who are dependent upon them. Accessible at all times to the poor man, quiet and unpretending in their work, they attract little attention from the public. So administering their charities as to deprive poverty of the sting of humiliation, they are hardly known, except of those who partake of their benefits, and to those who participate in their management.

It will be seen that each institution is provided with a numerous board of physicians and surgeons, many of whom serve without compensation, and that not only medicine is dispensed when required, but that medical advice is also given, physicians being always in attendance to prescribe for those who apply, and to visit at their houses those who are unable to come to the dispensary; and also that physicians are sent to the public schools to

offer vaccination to all who will receive it. It will also be seen that these institutions annually prescribe for and assist more than one hundred and twenty-five thousand persons, and of these twenty thousand six hundred and twenty-nine were visited at their dwellings, and that the appropriations of the State towards their support has never, in any one year, exceeded seven thousand seven hundred dollars. Inconsiderable as these appropriations have been, when compared with the beneficial results of this wide spread charity, they are most important in sustaining these institutions, and large individual donations in addition are annually required to enable them, with all their economy, to afford that relief to the destitute which is not provided elsewhere.

The committee obtained from five dispensaries accurate statements of their operations for one year, which show that out of one hundred and two thousand nine hundred and eighty-four patients assisted in 1855, thirty-two thousand four hundred and ninety-three were of American birth and seventy thousand four hundred and ninety-one of foreign origin, and that the average cost of medicine and attendance for each patient was sixteen and a half cents, and no more; and when the amount of means at the disposal of these institutions is considered in reference to the benefits conferred, it is believed that the charity of the State, or the donations of individuals, could not have been better bestowed.

BROOKLYN DISPENSARY.

This dispensary last year assisted five thousand four hundred and five persons, (including four hundred and thirty vaccinations,) of whom three thousand seven hundred and sixty-one were foreigners; and for the month of August this year five hundred and thirty-four, of which number three hundred and fifty-nine were foreigners.

Its annual expenses are $1,687.02, of which sum $1,000 was received from the State, and the balance from private subscription. The institution owed nothing on the first of January last. There are six physicians attached to the dispensary, who serve without compensation.

WILLIAMSBURGH DISPENSARY,

Was established in 1851. Since its last report, first of February last, it has assisted three thousand and ninety-eight patients, two-thirds of whom were natives of foreign countries. Seven physicians are attached to the dispensary, and all serving without compensation. An apothecary is the only officer receiving a salary. The expenses last year were $1,099.84. Some assistance has been received from the corporation, and the last appropriation by the State was $700. On the first of February the cash on hand was $1,134.56—$1,099.84 of which was on interest in the savings bank. The building does not afford the room required for receiving and treating the applicants for medical advice, and assistance. The private subscriptions for the support of the dispensary in 1855 were $87.

NEW-YORK DISPENSARY, WHITE, CORNER OF CENTRE STREET.

This dispensary, established in the year 1790, was the first institution of the kind in the city. It is now annually relieving and assisting about forty thousand patients, and has vaccinated since its last report three thousand—expenses for medicines alone $1,500 every year, and is now assisting four thousand every month; employs six visiting physicians, who are paid a small salary; two houses and ten consulting physicians, who serve without compensation.

The institution has generally received $1,000 yearly from the State, and the balance required for its support is derived from private donations. Its location renders it accessible to the poor of all classes—to emigrants and others requiring dispensary aid. Its expenses are larger, and its operations more extended, than those of any other similar institution in the city. Out of thirty-nine thousand five hundred and fifty-four patients last year, only ten thousand and ninety, were born in the United States.

DEMILT DISPENSARY—CITY OF NEW-YORK.

This institution, established about five years ago, is now assisting 2,000 persons monthly, two-thirds of whom are foreigners, and has vaccinated from the first of March last 2,100 cases. It is conducted at an annual expense of $5,500; has an income from real estate of $1,875, receives from the State $1,000, from the corporation of the city $1,000 and the balance is supplied by private subscriptions. Two visiting physicians are employed and fourteen attending physicians. The report of last year shows the number of patients attended to be 20,004, of whom 11,870 were natives of Ireland and 829 of other foreign countries, 7,305 were born in the United States.

EASTERN DISPENSARY NEW-YORK.

This dispensary was established in 1832, and last year prescribed for 25,612 patients, 3,525 of these were visited and treated at their dwellings. The number of vaccinations since last report in February, 1856, is 3,908. Four consulting physicians and surgeons, five attending and district physicians, one house and vaccine, and five assistant attending and district physicians are attached to the dispensary. About $600 is annually expended for medicine; six attending physicians and an apothecary and an assistant receive small salaries; this is all done at an expense of $2,900. Except what is received from the legislative appropriation and from the common council of the city, the funds for its support are derived from individual donations.

NORTHERN DISPENSARY OF THE CITY OF NEW YORK.

Since the last report of the first of January last, 8,550 patients have been assisted, of whom 5,085 were foreigners, 3,256 were under fifteen years of age, and more than one-half of these were children of foreign parents. Three visiting and one vaccine physician, an apothecary and an assistant apothecary are employed, whose united salaries amount to $2,200 per annum; and fourteen attending physicians without compensation, one of whom has

given his services for more than twenty-eight years. This dispensary is supported by private donations and by interest ($420) on an investment, $1,000 from the State and the same sum from the corporation of the city, but last year was compelled to borrow $800. The annual expenses are $3,844, $570 of which is paid for medicine.

The vaccine physician is required to visit all the schools in the dispensary district, and to vaccinate all who desire it; and also every house where it is supposed the inmates will receive gratuitous vaccination, and vaccine virus is furnished without charge to every physician in the State who will apply for it.

This dispensary has now been established twenty-nine years, and shows by its register that it has prescribed for 119,746 native citizens and 168,020 foreigners, making together 287,744.

NORTHWESTERN DISPENSARY IN THE CITY OF NEW-YORK.

For the year ending the 1st day of October, 1856, this dispensary has prescribed for and assisted 11,269 patients. Out of 8,780 prescribed for at the dispensary, 4,799 were foreigners; 358 have been vaccinated. Three district physicians are employed at salaries of $400, an apothecary at $500 and an assistant apothecary at $240, four consulting surgeons and physicians and ten attending physicians serve without compensation. The whole expense of conducting the institution last year was $2,628.49. It received from the State $1,000, from the corporation of the city the same sum, and the balance was supplied by private donations.

VIII. NEW YORK EYE INFIRMARY.

This institution established in 1820, has been supported by private subscription, with a small donation from the corporation, and an appropriation from the State of one thousand dollars generally every year since 1823, but has been several times withheld, greatly to the embarrassment of the infirmary.

In 1854 the Legislature made a grant of $10,000, on condition that $20,000 should be raised from other sources and expended in erecting a suitable building. One-half of this sum was at once subscribed by five individuals, and this was soon after increased to over $24,000, and a commodious building has been erected and completed more than a year ago, at a cost of $41,257.29, leaving an indebtedness of over $6,000. Two consulting and four attending surgeons give their time and services to the institution without compensation, and one of the founders now on his thirty-seventh year of gratuitous service, is still giving the infirmary the benefit of his great experience. Three thousand and fifty-two patients were prescribed for during the past year and forty-eight thousand five hundred and twenty-eight previously, making fifty-one thousand five hundred and eighty, who have been treated since the foundation of the institution, and yet the whole expenses have never exceeded, exclusive of rent, $1,500 per annum. Of the three thousand and fifty-two prescribed for last year one thousand one hundred and thirty-nine were born in the United States and one thousand nine hundred and thirteen in foreign countries. The doors of the infirmary are open to all, and patients from nearly every county in the State have been treated here, and attendance is never refused at their own quarters in the city when their condition requires it. The committee examined and highly approved the arrangements of the building,

and witnessed the reception and treatment of the patients, and the attention paid the diseases of the eye and ear, by the surgeons to all who came seeking relief; and became acquainted with numerous cases of acute diseases of the eye, which if neglected or unskillfully treated would inevitably have destroyed that organ, and which had been here arrested in their progress, and either perfectly or partially cured, and the patient made to enjoy the blessing of sight, of which but for timely attention he must have been deprived.

IX. HOUSE OF REFUGE, RANDALL'S ISLAND.

Under the care of the Managers of the Society for the reformation of Juvenile Delinquents.

The buildings of this society on Randall's Island, several miles from the city, are advantageously located, and of most convenient arrangement and substantial, plain construction. There are now in the buildings, 462 children (401 boys and 62 girls.) Out of 329 white boys, only 61 are of American parentage. The society commenced its work in 1824, and has received and disposed of 7,000 children, and are enabled to say after thirty-two years' experience, that seventy per cent. of those who have been under their care became good and useful citizens; and the committee examined many interesting testimonials going to show the correctness of this estimate. The schools are subject to the inspection of the school officers, and the advancement of the children in knowledge is found to be very rapid. There have been but two deaths in the house since January last.

Financial Condition.

The income for the support of the institution for the past nine months to the 1st of October, has been as follows:

From the city treasury	$8,000 00
State	6,000 00
license fees paid by theatres and circus co's	3,670 00
the board of education	1,936 44
labor of boys under contract	9,475 02
	$29,081 46
The expenditures during the same period for the support of the institution, viz.: provisions, clothing, education, &c., of inmates, and salaries of officers have been	28,998 00
	$83 46

Probable receipts for Oct., Nov. and Dec.....	$8,775 00
	$8,858 46
Probable expenditures for the same months.....	9,600 00
	$741 54
Supply of coal for season to be paid for, already purchased, about.....	3,000 00
New lead pipe recently laid across the Harlem river, about	4,500 00
Estimated deficit for 1856.....	$8,241 54

By the report of the managers to the Legislature, in January, 1856, it will be seen that the deficit in the income of the year 1855, to meet the expenses of the same year, was.....	$11,000 00
There was also due on the new buildings, not otherwise provided for, about.....	9,000 00
	$20,000 00
Deficit, 1st January, 1857, as above.....	8,241 54
Debt of the Institution to above date.....	$28,241 54

Condition of buildings.

The main building, with its two wings, workshops, &c., complete for the boys, divided into two classes, is now finished and occupied; the north wing being used for the boys exclusively, and the south wing for the girls, excepting the two upper dormitories occupied by the boys at night. The foundations of the girls' house are laid and finished, ready for the superstructure. The rear building for the girls is finished, ready for the furniture, but cannot be occupied until the main building is completed. The much desired classification of the boys, as also that of the girls, must be deferred until the house for the latter be built and finished. The managers only await the requisite appropriation

from the State to complete the unfinished buildings, and thus to carry out the plans heretofore submitted to the Legislature, and approved by them. For this purpose, $75,000 will be required.

Future support of the House.

For the support of the institution, the managers urge an appropriation annually, by the Legislature, instead of the $8,000 heretofore granted, a per capita allowance of $40, calculated upon the number reported each year as inmates of the house. With this addition to their regular income, the managers feel confident of sustaining the institution without further aid from the State to the annual support.

Internal management of the House and Inmates.

The officers of the house are a superintendent, assistant superintendent, principal of the boys' school with four assistants, matron, first and second assistant matrons, principal of the girls' school, with several sub-officers as overseers of the shops, hallmen, gardener, boatmen, &c., &c. All persons regularly employed are obliged to live on the premises.

By the by-laws, copies of which were given to the committee, it will be seen that the inmates are allowed nine and one-half to ten and one-half hours for sleep, three and one-half to four hours for school, seven to eight hours for work, and two and one-half to three hours for meals, recreation, &c., according to the season of the year.

Immediately after rising in the morning and dressing, they are sent to the school rooms for half an hour, thence to breakfast, and after breakfast to the workshops. They remain at work until twelve, when they dine, and after dinner return to the shops. The hour of closing work during four months is four P. M., and the other eight months four and one-half P. M. As, however, the boys have certain tasks to perform, which are so graduated as to be within the power of all easily to accomplish, many boys, by diligence and a moderate degree of expertness, frequently get through with their tasks before the appointed hour, and are al-

lowed the rest of the time for play in the yards. After supper they are gathered in school, which lasts until eight, when they are sent to their dormitories.

During the Sabbath they are called to arise about the usual hour, and are gathered in the school rooms to learn the Sabbath lessons, both before and after the morning service in the chapel. There are two meetings for divine service on Sunday, lasting one hour and a half each.

In enforcing the discipline of the house, all punishment is regulated by the superintendent or assistant superintendent, and except in slight cases, the nature and occasion of the punishment must be entered in a book provided for the purpose, which is weekly submitted to the inspection of the executive committee.

The board of managers consists of thirty members and meets monthly. At these meetings the daily journal, kept by the superintendent, of all matters occurring at the house, is read, as also the minutes of the several standing committees entrusted with the supervision of the house and the affairs of the institution during the intervals between the meetings of the board.

The executive committee consisting of three members, meet weekly at the house and act upon all matters requiring attention. The condition of the house and shops, the discipline of the inmates and the general interests of the institution are all carefully supervised by this committee, the members of which are frequently changed as occasion may require, it being the rule that a member serves but three months and if negligent in his attendance, one more careful is put in his place.

The indenturing committee meet once a fortnight and as their name indicates, attend to the placing of the boys and girls with such families as from the best information they can obtain will be inclined to treat them kindly and carry on the reform here commenced.

The school committee have charge of the schools and visit them at least once a week, regulating the studies, examining the classes and endeavoring to aid the teachers and encourage the pupils.

The finance committee and the law committee act respectively upon the matters indicated by their titles.

From the commencement of this society the principle was adopted of each manager taking an active interest in its business and it has never been departed from. The economy which has always characterized the expenditures of the house, the faithfulness with which the public monies have been disbursed, the jealous watchfulness ever exhibited for the society's interests and the success which has attended its efforts in the cause of reform are so many evidences that the public confidence has never been betrayed, and pledges that the successors of those worthy men who founded the institution will ever strive to follow in their noble path.

WESTERN HOUSE OF REFUGE, ROCHESTER.

This institution established and supported by the State, (visited 24th May) had then under its care 320 boys, whose average ages are thirteen years, eleven months and eighteen days, and two-thirds are children of foreign parents. They were found in a healthy condition and there had been no patient in the hospital for more than seven months. Two were under mechanical restraint for an attempt to escape, such punishment is not common, however, and has only been resorted to in two previous cases since the House of Refuge was established. The board of managers are guardians of the boys till they arrive at the age of twenty-one years, and estimate after eight years' experience that two-thirds are reclaimed and become useful members of society. All are required to attend morning and evening worship, and on Sundays in the chapel. Six teachers are employed to instruct the inmates during the week. Bible classes are taught by the principal teachers, and a library of 1,200 volumes is provided.

A farm of forty-two acres is attached to the House of Refuge, upon which a number of boys are occasionally employed. The committee visited the workshops where the boys are instructed in various trades and found them progressing satisfactorily. The

amount received last year for their labor, contracted for at fifteen cents per day of seven and one-half hours, was $10,000, and the product of the farm was $1,164.21, and the disbursements for the support of the institution was $32,028.32. Fifty-one boys were indentured to mechanics and farmers during the year. The boys labor about seven hours and are in school about three and one-half hours each day. The whole property is owned by the State and cost about $110,000. The books and vouchers were submitted to the committee, and it appeared that the accounts had been correctly kept from the foundation of the institution. The house is well provided with conveniences for bathing, but the yard and play grounds are quite too limited to enable the inmates to take the outdoor exercise which a due regard for health requires. Three or four acres more yard room is wanted, to enable the managers to remove their temporary buildings farther from the principal edifice, and to erect others required for the employment of the present number of boys. This can be done by extending the north and south walls 200 feet and taking down and rebuilding the west wall to correspond with them. It was represented that this improvement would cost $11,000, and the safety of the main buildings seem to require it, for by the present crowded state of the several structures the principal buildings are greatly exposed to fire from the temporary ones, consisting of carpenters', coopers' and other shops where great numbers of boys are employed, and where great quantities of dangerous and combustible materials are necessarily accumulated. The president and managers devote much time to the care of the institution, and the discipline and the whole appearance of the house and its inmates furnish evidence of the high qualifications of the superintendent for the important duties pertaining to his office.

The general regulations of the house are similar to those of the House of Refuge in New York, and it is believed that its operations and success will be found equally beneficial in the reformation of those committed to its care.

X. ALMS HOUSES.

NEWBURGH ALMS HOUSE, NEWBURGH, ORANGE COUNTY, N. Y.

This house, built about three years since by the town of Newburgh, is of brick, two stories high, is in a healthy location and surrounded by seventy acres of good land. It is under the care of a board of trustees. The house is well constructed; warmed by furnaces and stoves, and partially ventilated. It has eight wards, and though occasionally eight persons are placed in one room, four is usually the number for each. Religious services are had every Sunday, and a school is kept for the children half of the year.

A suitable pest house is provided, and two physicians are employed by the year, but there are no arrangements for bathing. The cells for lunatics are well arranged and kept in excellent order.

There are here two lunatics; one male and one female, both confined in cells. The whole number of inmates is thirty-eight; fourteen males and twenty-four females. This house receives criminals of a certain class from other towns in the county, though at present all except two, were Newburgh paupers. The inmates are but partially employed, and there should be a work house attached. The supply of food was abundant, and of good quality. Of the inmates twenty-eight are foreign born, and ten native. Sixteen were children under sixteen years of age. The weekly cost of the support of each is one dollar. Of idiots, there are here three males and one female. But one blind person. During the past year there have been three births, ten deaths.

It is estimated that ninety per cent of all who are received into this house are brought here in consequence of intemperance.

ALMS HOUSE DEPARTMENT IN THE CITY OF NEW-YORK.

The institutions embraced in this department, are the

PENITENTIARY.

The present number of inmates (exclusive of 321 in the hospital,) in the penitentiary, is 488. The whole number received last year was 5,197, of whom seventy-two per cent were foreigners.

In erecting several buildings, quarrying stone and making many improvements upon the Island, employment is given to all who are able to labor, and the health of the prisoners appears to be good, except among those whose previous habits of intemperance and lives of debauchery have brought upon them diseases which still affect them; and this is found to be the case with a large portion of all who are sent to the penitentiary. The amount paid for the support of this institution last year was $61,293.86.

BLACKWELL'S ISLAND HOSPITAL.

The total number treated in this hospital last year, was 2,657. The present inmates number 321; the proportion of natives admitted last year was twenty-nine per cent.; of foreigners, seventy-one per cent., and of the whole number admitted, seventy-three per cent. were under thirty years of age, eighty-five per cent. were almost entirely uneducated, and eighty-eight and one-tenth per cent. were intemperate. The expense of supporting this hospital last year was $42,556.69.

THE NEW-YORK CITY LUNATIC ASYLUM, BLACKWELL'S ISLAND.

This institution had on the first of October, 597 patients, of whom 258 were males, and 329 females; the number received since the first of January last, is 286, discharged 214, of which 137 were cured, sixty-one improved, and sixteen unimproved; the average of recoveries for the last three years amounts to about fifty per cent. The number of patients chargeable to the Commissioners of Emigration, is seventy-one; the number who were

previously chargeable to the Commissioners and remain by reason of the lapse of five years, a charge solely on the alms house department, is seventy-eight, and many of these will probably remain so for life. There are three lunatics from, and supported by the county of Queens.

This asylum is well arranged for the accommodation and safe keeping of the inmates; receiving patients of the most violent character it is able to control them all without resorting to chains and shackles, indeed they find no place here. At the time of the committee's visit only three were under restraint or confined, and these were merely placed in their own rooms and the doors closed upon them. The asylum is under the charge of a resident physician and two assistant physicians, who employ also as attendants, &c., (including females,) fifty-one persons, the united salaries of whom amount to $12,756 annually. The asylum has also the benefit of the gratuitous services of two experienced visiting physicians.

The whole expenses last year were $63,894.77. Eighty per cent. of the whole number of inmates on the first day of October were foreigners.

WORK HOUSE.

There are now five hundred and thirty-seven persons employed in this house, of whom seventy-five per cent. are foreigners. Thirty males and one hundred and sixty-eight females are employed in the "work shop;" the wages for the males are 25 to 35 cents and the females 12½ cents per day. The building is clean and healthy and appears to be under good regulations.

ALMS HOUSE.

On the first day of October last there were one thousand two hundred and twenty persons in this division of the alms house department, seventy-five per cent. of whom were foreigners. The whole number received last year was three thousand and ninety-six, of whom only seven hundred and seventy-three were native citizens; and there were during the year two hundred and fifty-seven deaths. The expenses of the house last year were $68,089.43.

COLORED HOME.

This institution, (quite disconnected from the other buildings of the almshouse department being in the city of New-York,) supported by the governors of the alms house, receives destitute persons of color of all ages. The present number of inmates is two hundred and eighty-three. The whole number received last year was eight hundred and sixty-eight, viz: in the male hospital one hundred and eleven; female hospital two hundred and ninety-nine; lying-in and nursery hospital one hundred and thirty-one; in the department of the aged and infirm three hundred and twenty-seven. There were one hundred and eight deaths and seventy-one births during the year. For the care here taken of this most friendless class, who would look in vain for relief elsewhere, the city is indebted to an association of benevolent ladies, moved to this peculiar work by the very hopeless condition of these worn out and neglected people. The governors of the alms house last year paid for their support $9,888.80. This institution also finds the best medical advice readily furnished without compensation from physicians, second to none in the profession.

SMALL POX HOSPITAL.

This hospital has been recently erected, and was completed in October last. It is intended by the governors of the alms house to afford accommodation to all those suffering from small pox, both to those who are cast upon the charity of the city and others able to pay for proper attention, but unwilling to expose their families to its influences. The building stands on the southern point of Blackwell's Island, and about two hundred yards from any other, and is surrounded on three sides by water, containing every accommodation that experience could suggest for the comfort of the sick, presenting a fair architectural appearance, of a simple and massive character, built of stone quarried on the island one hundred and four feet in length, and forty-five in depth, and will accommodate from sixty to seventy patients. The grounds afford agreeable walks for convalescent patients, and command

extensive views of the shores of Long Island and New-York, and also of the bay and harbor. This is believed to be the first hospital properly built and organized in this country for the exclusive use of small pox patients, who have heretofore been placed in sheds and out houses for want of this provision. Here not only will the poor be received, but the wealthy citizen and the traveler who visits the city can find a refuge if attacked by this disease, where otherwise he would find none, however able and willing he might be to pay for proper accommodation and care. A more suitable location could hardly be found, and the governors have done the city and the country a great service in providing such a hospital.

BELLEVUE HOSPITAL.

There are now in this hospital six hundred and nineteen patients; admitted the past year, five thousand seven hundred and forty-three; births, three hundred and six; died, six hundred and twenty-nine; of three hundred and three lying-in women received two hundred and seven were married, eighty-eight single, and eight widows. Of the whole number of deaths one hundred and sixty-seven have died within five days after their admission, and one hundred and ninety-two from consumption; there have been fifty coroner's cases. It is well known to all who visit this hospital, that a large class of the population of New-York drag themselves here to die, or are sent by others when their condition affords no hope for recovery; and that a majority of its inmates are recruited from the worst fed and worst nurtured class in the community, unfitted by constitution and habits to resist the inroads of disease.

A new wing one hundred and fifty feet long, and fifty feet wide and four stories high, recently completed, appears to contain all the conveniences necessary for a hospital. It is thoroughly ventilated and heated on the most approved system, and will accommodate about three hundred patients.

There are twenty-six surgeons and physicians attached to this hospital, and among these are gentlemen of the highest profes-

sional reputation whose services are rendered without compensation.

Ninety-seven persons, including nurses, are employed whose salaries annually amount to $12,122.66, and the whole expenses of the hospital the past year, (exclusive of building the new wing) were $80,773.86.

NURSERY ON RANDALL'S ISLAND.

Under the supervision of the Governors of the New-York Alms House Department.

The governors of the alms house have here all the children between the ages of two and sixteen committed to their care, averaging between nine hundred and one thousand, and last year indentured four hundred and fifty-nine. Seventy-five per cent. of the children are those of foreign parents. Competent teachers are employed, and the schools are not inferior to the best common schools of the city. The average number attending school daily, from first of January last, to first of October, five hundred and eighty-four. Separate rooms and buildings are provided for the girls, and they are taught by females well qualified as instructors. Ample play grounds are provided and great attention paid to out-door exercise.

A hospital for children is established and under the charge of a physician, whose whole time is given to its care, and two hundred and twenty are under treatment. The number treated last year was two thousand three hundred. The deaths were two hundred and two; and the average number in the hospital for the year was two hundred and fifty-eight. Forty-five per cent. of all the children received on the Island during the year were sick and became inmates of the hospital. Scrofula, in its various manifestations, determines or complicates nine-tenths of all the diseases treated in this hospital, and causes a like proportion of the deaths. Seventy-four per cent. of all who die here are children, between two and five years of age, chiefly the diseased offspring of depraved parentage. In a comfortable building set

apart for their use are twenty-eight idiots, of whom seventeen are over twelve years of age. Nine are subject to epilepsy; seven are mutes and one is blind. Four or five only of this number are considered proper subjects for admission to the State Asylum for the instruction of idiots. The committee were gratified to find that this unfortunate and generally neglected class here received that particular care and attention which their helpless condition requires, and that it is intended to secure for them all the benefit that they can receive from such special efforts for their improvements as are deemed practicable.

All the buildings provided for those on this Island are well adapted to the wants of the occupants; the sleeping rooms are well ventilated; the grounds affording room for all classes; the situation well chosen, and the whole extensive establishment furnishes evidence of the ability and efficiency of those under whose charge it is placed. The expense of supporting the nursery and hospital for the children last year was $73,240.91.

CITY PRISON, NEW-YORK.

This prison is under the charge of the governors of the alms house. It contains one hundred and forty-four cells for males, and fifty for females; beside which there are several larger rooms of various sizes, where witnesses are detained, and which are occasionally occupied by others. The cells are ventilated from the roof, and the whole house well warmed by stoves and steam pipes. There are three hundred and sixty-five prisoners now in confinement; two hundred and sixty-five of whom are males and one hundred females. They are committed mostly for petty crimes and misdemeanors: some awaiting trial for higher offences. Two hundred and ninety-two are foreign born and seventy-three native. Two-thirds, at least, are intemperate. All are confined in cells at night. Six deaths have occurred the past year, principally among those brought in in a dying state. Religious services are attended here every Sabbath, and the whole prison indicates health, care and cleanliness.

While the committee were pursuing their examination, a visitor was detected (by an examination to which visitors are now not unfrequently subjected) in the act of introducing into the prison spirituous liquors, and four bottles were found upon his person, which clearly showed the character of the prisoners, as well as the visitor—the great care of the warden and the advantage of his strict regulations.

Nearly one hundred women were seen by the committee committed for intoxication. Seven men and three women are employed as assistant keepers or attendants, and a physician is always in attendance. He represents that there is here less sickness than among the same number elsewhere. In this prison many improvements have recently been made, and much work done, and all by the prisoners. The committee arrived at the conclusion that the management of the prison could hardly be improved upon. The expense of this prison last year was $22,723.22.

These institutions are under the care and government of the governors of the alms house department, of whom there are ten who serve without compensation, and are elected by the people at the general elections. They have also established a department for the out-door poor, which is placed in charge of a superintendent appointed by the governors. This department, last year, assisted eighty-five thousand, one hundred and thirty-six persons, at an expense of $121,861.14—$40,000 of which was for the purchase of coal for distribution. Five hundred and two families who, with their children number one thousand, six hundred and fifty, are now receiving assistance from this out door poor department, and it is supposed the approaching winter will increase the number to that of last year. Of the thirty-one thousand, seven hundred and fourteen adults assisted among the out-door poor, twenty-six thousand and ninety were foreigners.

One thousand, one hundred and thirty-two destitute children were picked up by the officers of this charity last year, and sent to the children's nursery; and four hundred and seventy-three infants are reported by them as having been placed in the care

of respectable nurses. Of these, forty-six were adopted; seventy-eight were returned to their parents; one hundred and seventy-one died; one hundred and seventy-eight remain with the nurses till they arrive at suitable age to be sent to the nursery.

The alms-house department has under its care one thousand, five hundred children under sixteen years of age—one hundred under six months, of which one-fifth are illegitimate. The number of idiots in the various buildings is one hundred and thirty-five, (thirteen boys, seventeen girls; thirty-eight male and sixty-seven female adults.) The whole number of deaths for the year ending 1st October, is one thousand, one hundred and twenty-two and the number of births, three hundred and twenty-eight. The governors also provide for one hundred and eighty colored children, at the colored orphan asylum, paying sixty cents for each child per week, where they receive such moral and religious instruction as could not be obtained in their institutions.

The number of persons employed in the alms house department, including physicians, assistants, keepers, and nurses, is three hundred and eighty-one, and their salaries for the year amount to $113,544.40. The whole expenses of the department were, the last year, $797,142.61. The number of physicians, surgeons, and assistant physicians employed, who receive salaries is twenty-four. A much greater number of professional gentlemen of great experience and high reputation, have for many years *given* these charitable institutions the benefit of their assistance and advice, and have regularly attended every important consultation.

In one of the largest of the institutions it was ascertained with great accuracy that eighty-eight and one-tenth per cent. of the inmates were intemperate; in the other sixty-five per cent. was believed to be the proportion.

The whole number of persons supported and assisted by the department on the first day of October was 7,478, provided for as will be seen by reference to the foregoing list of institutions.

Every facility was given to the committee to view the several buildings, hospitals, &c., under the governors, and to inquire into

the treatment of the sick, the decrepit and the helpless, and they were found to present a cleanly, healthful abode for the unfortunate; a careful supervision of the orphan and deserted children, employment for the vagrant, continuous labor and strict discipline for criminals of both sexes, while all are provided with such surgical and medical treatment as may be required.

The hospitals are under the care of competent physicians, and great improvements have been made recently in their condition, by improved ventilation, the benefits of which are already apparent.

XI. JAILS.

ALBANY COUNTY JAIL IN THE CITY OF ALBANY.

This though a comparatively new structure does no credit to the capital city of the State, and by a grand jury of the county has been more than once indicted. Surrounded by other buildings, there is little chance for the circulation of fresh air, and that within the jail was found to be offensive and unhealthy; without ventilation, and crowded with prisoners, it is rendered dangerous to the health of the inmates, and should attract the attention of the courts and grand juries. It is impossible to classify the prisoners as the law requires, and yet there are found in the jail thirty-seven men and eight women; and it was represented to the committee that prisoners waiting trial are frequently allowed to remain in this place for months. The character of the prisoners and the effect of such an association can be judged by the commitments; which are: one for murder, two for rape, six for grand larceny, four for burglary, one for robbery of post office, six for petit larceny, four for misdemeanor, three for assault and battery, two for vagrancy, one for damages, one for rescuing prisoners, seven for drunkenness, five for disorderly conduct and *two witnesses*, and all these it was admitted had free intercourse during most of the day. It would seem that those long resident in such a place and in such company, if not lost to all hope of reformation upon going in, must be ruined in morals and in health on coming out. In the female department were eight, all confined in one room, and in which the air was found to be more offensive than in the male department.

There was said to be preaching in the jail every week, and the house was supplied with Bibles as required by statute.

ALLEGANY COUNTY JAIL.

This jail is located at Angelica, and does not in the measure of its accommodations meet the requirements of the law. It is a

wooden structure without ventilation, heated by stoves. Four prisoners were found in confinement, one foreign and three native born, and committed, one for petit larceny second offense, one forgery, one petit larceny, one (a female) assault and battery. The prisoners have no employment and are supported at a weekly cost of $2.75 each. The average number in confinement is six, four-fifths of whom are committed consequent upon habits of inebriation. The prisoners are confined in cells at night only, and are then placed two together.

BROOME COUNTY JAIL.

The jail in this county is located in the village of Binghamton, has been built for many years, and at the present time is very much out of repair, but the citizens of Broome are by no means satisfied with their present jail accommodations, and are now engaged in the construction of a more suitable edifice in which they design to secure some of the more important modern improvements. In the present jail the cells are all in the basement, and warmed by stoves, but entirely destitute of any means of ventilation. The present number of inmates is two. The average number of prisoners in confinement is ten, at an average weekly cost to the county of $2.50 each. The largest portion of the inmates are foreign born, and almost the whole number of commitments are consequent upon habits of inebriation. From two to three are confined in a cell. The prisoners are occasionally employed at labor. One has died during the past year. No contagious or pestilential disease has prevailed during the year.

This jail is sometimes used to *confine lunatics*, though none were there at the time it was visited by the committee.

CATTARAUGUS COUNTY JAIL.

This jail is located at Ellicotville, and is constructed of stone, two stories high, and furnishes ample accommodations for classification of the prisoners. It is warmed by stoves, but has no adequate means for ventilation. Two persons were found in confinement; both for larceny, one native, and one an Indian. Four

is about the average number in confinement, one half of whom are committed consequent upon habits of inebriation. The prisoners have no employment, and are supported at a weekly cost of $2.50 each.

They occupy the halls during the day, and are locked in cells at night. The jail is considered healthy and is supplied with Bibles.

CAYUGA COUNTY JAIL.

This jail is located in the city of Auburn, and although without special provision for ventilation, the air was sweet and healthy and the whole establishment cleanly and in good order. It is heated by stoves. Eighteen persons were found in confinement, of whom two-thirds were foreign, and one-third native born, and the most of them committed for intoxication. The average number in confinement is eleven, three-fourths of whom are committed consequent upon habits of inebriation. The prisoners are unemployed and supported at a weekly expense of $2.50 each. None are confined in cells constantly, but each in a separate cell at night. There has been one death during the year, by the hands of the public executioner.

CHAUTAUQUE COUNTY JAIL.

This jail is located at Maysville, constructed of brick with stone cells; lacks accommodations for classifying prisoners according to law, and is not ventilated. It is warmed by stoves. Ten prisoners were found in confinement which is the average number. Of those confined three were foreign and seven native born of whom three lads, under twelve, freely mingle with old offenders. Two were confined on the charge of grand larceny, three petit larceny, four assault and battery. The prisoners are unemployed and are supported at a cost of $3.50 per week each. Of those in jail two were committed consequent upon habits of inebriation. None of the prisoners are confined constantly in cells. There has been one death during the year, he was sick six to eight months. The keeper considered the jail unhealthy. It is supplied with Bibles.

CHEMUNG COUNTY JAIL.

This jail is located at Elmira, and is entirely inadequate in its accommodations to answer the demands made upon it, and is entirely wanting of all appropriate means of ventilation. It is heated by stoves. Ten persons were found in confinement, embracing one woman, for grand larceny, three males for a similar offence, two for arson, one riot, one burglary, one embezzlement, and one petit larceny. The average number in confinement is twelve, at a cost to the county of two dollars and fifty cents per week each. No employment is provided for them, and they spend much of their time in card playing and the like. Of those in prison nine were native and one foreign born, and of the whole number, at least one-half are committed consequent upon habits of inebriation. During the day the prisoners mingle freely in the halls, corrupting and being corrupted by each other. At night each one is locked up separately, unless the number of prisoners exceed the number of cells, and then two and three are locked up together. There are no special accommodations for females, and no separation of the sexes except as they are kept locked up, and as the number of males usually predominates they are allowed the use of the halls during the day, while females are kept in constant close confinement.

CHENANGO COUNTY JAIL.

This jail is located in the village of Norwich, and appeared cleanly and well kept. It is warmed by stoves, and, as usual, is without any means of ventilation. There were four prisoners found confined, which is one more than an average. No employment is provided. The weekly cost of their support is $2.50 each. Of those in confinement two are native and two foreign born—two committed for petit larceny and two for vagrancy.

Of the whole number of commitments at least three-fourths are consequent upon habits of inebriation. At night each one of the prisoners is confined in a cell by himself, but during the day mingle together without restraint. There has been one death dur-

ing the year by *suicide*. The only mode of punishment practiced is solitary confinement.

CLINTON COUNTY JAIL.

This jail does not afford accommodations so as to admit the classification of prisoners according to the requirements of the law. It is destitute of means for ventilation, and is warmed by stoves. Eleven prisoners were found in confinement. The average number in confinement is six, three-fourths of whom are foreign and one-fourth native born. The prisoners are in no wise employed, and are supported at a weekly expense of $2.75 each. Of those in confinement, two were committed for grand larceny, two for debt, and the balance for intoxication and disorderly conduct. Of the whole number of commitments nine-tenths are consequent upon habits of inebriation. None are constantly confined in cells, and only one in a single cell at night.

COLUMBIA COUNTY JAIL.

This jail is located at Hudson, and is so restricted in its accommodations as not to allow of a classification of prisoners as the law directs; and it is, withal, an *unhealthy* and an insecure jail, and has been *indicted* by a grand jury of the county. It has no ventilation, and is heated by stoves. Seven prisoners were found in confinement, including two females, without employment, and charged with the following crimes, viz.: one rape; one larceny, second offence; one breach of the peace, and four intemperance. The average number in confinement is ten, supported at a weekly cost of $2.25 each, two-thirds of whom are committed consequent upon habits of inebriation. The prisoners are not confined in cells during the day, and never more than two in a single cell at night. The jail is not supplied with Bibles.

CORTLAND COUNTY JAIL.

This jail is located in the village of Cortlandville. The jail department embraces the basement of the court house building, and consists of a suite of seven cells. The floors of these cells

are some four or five feet below the surface of the adjacent grounds, and are *usually* damp, and sometimes *wet,* by water leaking through the outer *walls,* rendering the apartments both uncomfortable and unhealthy. Nor do they possess any means for ventilation, and are very dimly lighted. The privy is on a level with the floor of the cells, and without sewerage, requiring the constant use of correctives, and yet the air remains constantly impure and unhealthy.

Only one prisoner was found in jail. The average number in confinement is two, supported at a weekly expense of $2.00 each, two-thirds of whom become residents consequent upon habits of inebriation. The present occupant is a native, committed for an assault and battery upon his mother, and is permitted to range the halls.

DELAWARE COUNTY JAIL.

This jail is located in the village of Delhi; is built of wood, and warmed by furnaces. Its jail accommodations consist of four rooms, about twelve by fifteen feet each, and is usually sufficient to meet the requirements of law in the classification of prisoners, but not always. It has no means for ventilation.

One person, in his loneliness, was found occupying one of the above described rooms, supported at a cost of $2.50 per week. He was a foreigner, and committed for threatening life. The average number of prisoners is two, and half of these are committed consequent upon habits of inebriation.

DUTCHESS COUNTY JAIL, POUGHKEEPSIE.

This jail, in which sixteen men and four women were confined when visited by the committee, in June, is totally unfit to be the habitation of human beings; where the health of the prisoners must be injured by a short residence, and inevitably ruined by a long one. The foul air from the privy and the sewer which receives *all* the impurities of the prison, is drawn into the building and the offensive effluvia is spread through the whole structure. It has been represented to the committee that the jail has been

more than once presented as a nuisance by the grand jury, and that the neighbors were even much annoyed, and complained that their own houses were rendered unhealthy by the offensive atmosphere arising from the prison. Two deaths have occurred during the year, and there were frequent cases of sickness among the prisoners. The jailor is also unable, for want of suitable rooms to classify the prisoners as required by law, and witnesses have been confined in the same rooms with criminals. Nor is that part of the law which requires that the jail should be supplied with Bibles regarded, and the house was without them.

Two prisoners were found chained in cells, and one was found chained to the floor, where he had been for a week without bed or covering; (committed by a justice of the peace, and unable to find bail for $200,) evidently deranged, and the committee took the opinion of an experienced physician, who pronounced him insane. The committee before leaving him obtained a promise from the jailor that he should be sent to the county poor house, and also commended him to the special care of the physician there, who, they are satisfied will give him the necessary attention.

Sixteen men and four women were confined. For felony six; murder two; petit larceny and drunkenness twelve. Fourteen is the average number of inmates, two-thirds of whom are here consequent upon intemperance, and are here idle, supported at a cost of $2.25 per week each; two-thirds foreign and one-third native born.

ERIE COUNTY JAIL.

This jail is located in the city of Buffalo, and is so constructed as to enable the sheriff to classify prisoners, according to the requirements of law. It is well heated by the use of stoves, but wanting in ventilation. The basements are occupied, but are above ground. There were thirty prisoners in confinement; twenty-seven of them confined, each in a single cell, without employment, and supported at a weekly cost of $2.00 each. The average number in confinement is twenty; two-thirds of whom find themselves in jail consequent upon habits of inebriation.

Of those in prison eight were committed for grand larceny, three for burglary, three on a peace warrant, five petit larceny, one false pretences, five assault and battery, two for debt, and the balance undergoing sentence of the court. Two have died in jail during last year. The jail is supplied with Bibles.

ESSEX COUNTY JAIL.

This jail is located in the village of Elizabethtown, is not considered healthy, nor will its accommodations allow of a classification of prisoners according to the requirements of law. It is heated by stoves. Three prisoners were found in confinement, all native born; one charged with petit larceny, and two with breaking jail. The average number in confinement is three, who spend their time in idleness, being supported by the county at a weekly expense of $2.50 each. Two-thirds of the whole number committed consequent upon habits of inebriation. Two prisoners are constantly kept in one cell or room and one in another.

FRANKLIN COUNTY JAIL.

This jail is so improperly constructed that the sheriff cannot classify the prisoners as the law requires.

During the past year one prisoner escaped, but was retaken. The jail is warmed by stoves, and is without ventilation. Two prisoners were found in confinement, both foreign born; one was committed for drunkenness and one for assault and battery. The average number in confinement is five, and seven-eighths of these are brought to prison consequent upon habits of inebriation. The weekly cost of their support is $2.25 each. The prisoners are not furnished employment.

FULTON COUNTY JAIL.

This jail is located in the village of Johnstown, and has such accommodations that the prisoners can usually be classified according to law.

It has no ventilation. Three persons were found in confinement, one foreign and two native born, one committed for *murder*

and two for petit larceny. The average number in confinement is six, one-half of whom are brought there by habits of inebriation, and supported at a weekly cost of $2.75 each. One is constantly confined and the other two at night, each in a separate cell or room.

There has been a lunatic confined in this jail for months, occasioned by the fact that the county had no county poorhouse, and because he was denied admission in the asylum, as was alleged.

GENESEE COUNTY JAIL.

This jail is located in the village of Batavia, and has not sufficient accommodations to admit of a classification of the prisoners according to law. It has no ventilation, is warmed by stoves. Five persons were found confined, which is the average number in confinement, three of whom were foreign and two native born. They have no employment, and are supported at a weekly cost of $2.00 each.

They are confined in cells during the night only. Four-fifths of the whole number committed to this jail are here in consequence of habits of inebriation. The jail is supplied with Bibles.

GREENE COUNTY JAIL.

This jail is located at Catskill, and does not admit of the classification of prisoners according to law. It is supplied with Bibles, and warmed by stoves. It has no ventilation and the air in the cells is bad. Fifteen prisoners were found in confinement, of whom one was foreign and fourteen native born, committed for the following offences, viz: one riot, one barn burning, two burglary, two petit larceny, five assault and battery, two intemperate, one vagrant and one for debt, who are supported at a weekly cost of $2.50 each. The average number in confinement is ten, two-thirds of whom are committed consequent upon habits of inebriation. The prisoners are all confined in cells, except four who are allowed to go out. *Boys committed to this jail are allowed to freely commingle with adult criminals.*

HERKIMER COUNTY JAIL.

This jail is located in the village of Herkimer, and in its construction the idea of *strength* and security seems to have governed the architect in devising a plan at the expense almost of both *light and air.* It is very badly lighted and worse ventilated, and is not constructed, so as to classify the prisoners according to law. It is heated by furnaces which warm the upper portion of the jail but not the lower portion. Five prisoners were found in confinement, one on a charge of *murder,* one arson, one grand larceny, one disorderly and one debtor. Of these, two are foreign born, and three native born. The average number in confinement is six, and seven-tenths of the whole number committed are consequent upon habits of inebriation. The cost of their weekly support is $2.75 each. The prisoner charged with murder is kept constantly in his cell. The remainder are only locked up at night, and then sometimes four in one cell, though usually but one. The jail is suppiled with Bibles.

JEFFERSON COUNTY JAIL.

This jail is located in the village of Watertown, and is a recently constructed, substantial edifice, but does not embrace, but to a very limited extent, the modern improvements in prison architecture. There is a *slight attempt* at ventilation. The building is constructed so as to admit of the classification of the prisoners.

Five, which is the average number, were found in confinement, three males and two females. Of these, two were foreign, and three, native born; and committed, one for rape, one for burglary, one petit larceny, one disorderly, and one drunkenness. Of the commitments, *one hundred and sixty in all, since first of January last one hundred and twenty were committed for drunkenness.* Two are constantly confined in cells, but only one in a single cell. The cost of their weekly support is $2.00 each. No employment is provided for the prisoners. The jail is considered healthy, and is heated by furnace and stoves.

KINGS COUNTY JAIL.

This jail is located in the city of Brooklyn; has been built about twenty years, and is very much shut in by adjoining buildings, preventing a free circulation of air. It was built before the importance of fresh air, even to criminals, was well understood, and the consequence is, there is no ventilation. The keeper thinks he can classify the prisoners according to law, and yet your committee found a lad some eight years old, *detained in prison as a witness*, locked up in a cell with an adult convict undergoing sentence. The impropriety of such treatment, not to call it by any harsher name, must be apparent to all.

One hundred, of all ages and both sexes, were found in confinement (although eighty is the average), three-fourths of whom were foreign, and one-fourth native born; committed, the greatest portion of them for drunkenness. It is estimated that three-fourths of all the commitments are consequent upon habits of inebriation. Four-tenths of the whole number are constantly confined in cells, and, on an average, two in a cell. The cells, especially in the basement, which are *damp*, added to a vitiated atmosphere, must render it very unwholesome. From January to October of the present year, there have been five deaths in jail, and all have died of the *drunkard's fever*, delirium tremens. The prisoners are not employed, and are supported at a weekly cost of $2.10. The building is heated by steam and hot water, and is supplied with Bibles. This jail is, in no proper sense, the just exponent of the intelligence, wealth, and enterprise of the city of Brooklyn.

LEWIS COUNTY JAIL.

This jail is located in Martinsburg, has been built thirty-five years. The jail accommodations consist of two rooms about twelve by fourteen feet each, and of necessity comes short of the accommodations required by law and is withal considered unhealthy. It has no ventilation and is heated by stoves. Three prisoners were found confined, which is the average number, and they were all occupying one room, and were all native born. Two

were charged with arson, and one with threatening to kill his wife; one-fifth of the commitments are consequent upon habits of inebriation. There is *one Testament* in the jail for the use of the inmates. The prisoners are in nowise employed, and supported at a weekly cost of $2.75 each.

LIVINGSTON COUNTY JAIL.

This jail is an old structure located in the village of Geneseo, and was built thirty-two years ago, and is considered unhealthy. It has no ventilation, and the air in the jail is very impure and offensive, and is so constructed that the prisoners cannot be classified according to law. Two prisoners were found in confinement. The average number is six. Of those confined one was a negro and one foreign born, one was confined for whipping his wife. Of the whole number of commitments nine-tenths are consequent upon habits of inebriation. Sometimes two are confined in a single cell, but at the present, none are confined. The weekly cost of their support is two dollars and fifty cents each. No employment is provided for the prisoners. The committee was informed that in times past a very lax discipline had been practiced in this jail, but as nothing was charged against the present discipline the committee did not enter into an investigation of the matter.

MADISON COUNTY JAIL.

This jail is situated in the village of Morrisville, and has been built thirty-five years. Its accommodations consist of six rooms or apartments. Without ventilation. It is heated by stoves. Three prisoners were found in confinement, one foreign and two native born. Of these one was on his trial for murder, one for burglary and larceny, one receiving stolen goods. Five is considered an average number in confinement, two-thirds of whom are committed consequent upon habits of inebriation. The prisoner charged with murder occupied a suite of rooms and had busied himself manufacturing cigars. The remaining two occu-

pied another room and were supported at a weekly cost of $2.50 each. There had been one death in the jail during the year, disease, delirium tremens or jail fever.

MONROE COUNTY JAIL.

This jail is located in the city of Rochester, and is an old building, constructed of stone and without any means for ventilation. It is heated by stoves, but in very severe weather it is found *impossible* to keep it comfortably warm. Twenty-four prisoners were found confined. The average number is twenty-one, and are supported at a weekly expense of $1.25 each. They have no employment. Of those confined eighteen were foreign and six native born. Eight were charged with burglary, two rape, one murder, two petit larceny, one threatening life, one debtor and nine for drunkenness and disorderly conduct. Three-fourths of all the commitments are consequent upon habits of inebriation. The prisoners meet in the halls during the day, except those undergoing sentence of the court. At night each one is locked in a separate cell. The jail is supplied with Bibles.

MONTGOMERY COUNTY JAIL.

This jail is located in the village of Fonda, and its accommodations consists of four rooms, each about eighteen feet square; also two dark and two light cells, which do not furnish accommodations sufficient to meet the requirements of the law in the classification of prisoners. It has no ventilation, and is heated by stoves. Five prisoners were found in confinement, one charged with rape, one grand larceny, two assault and battery, and one disorderly conduct. Of these, all were native born. The average number in this jail is ten—much the largest number of commitments occurring during the winter months, and is explained by the keeper in this wise. He remarked there were many in and about Albany who, at the close of canal and river navigation, found themselves without a home or employment, and not cherishing a very kind feeling for Capt. Pilsbury's domestic arrange-

ments, would wend their way beyond his jurisdiction, commit some petty offence, and thus secure a shelter and board at the expense of Montgomery or some other adjacent counties, during the inclement season, spending much time in card playing and other light labor. Of those in confinement two occupied one room and three another. The jail is supplied with Bibles. The weekly cost of prisoners is $2.75 each.

NEW-YORK COUNTY JAIL IN ELDRIDGE STREET.

This prison is used for debtors and there also are confined prisoners, committed for trial by the officers of the United States government.

At the time the prison was visited by the committee (October 9th), there were in confinement twelve of the former class and sixteen of the latter, seven were brought in irons while the committee were at the jail, charged with being engaged in the slave trade. The average number in confinement is represented to be eighteen. Two-thirds of the present inmates were foreigners. There are only three rooms for prisoners and these are much crowded, it being necessary to place seventeen in one of the largest; and the air in all and throughout the building is offensive and must be injurious to the health of the inmates. There is no ventilation but little chance for air, *and all, guilty or innocent,* are much worse treated than convicts at the penitentiary.

NIAGARA COUNTY JAIL.

This jail is located in the village of Lockport, is heated by stoves and is without any special means for ventilation. Twenty-nine prisoners were found in confinement, one on a charge of murder, one rape, larceny and other crimes. The average number confined is twenty-seven; of those in confinement three-fourths were foreign and one-fourth native born. They are in no wise employed and are supported at a weekly cost of (amount not furnished), and have all been brought into their present condition consequent upon habits of inebriation.

The keeper informed the committee, he considered the jail an unerring barometer indicating the flow and suppression of intoxicating drinks. He stated that in the year 1854 from the 4th of July to the 21st, there were committed to jail from three to six daily. During a similar period in the year 1855, when the Maine Law was in force there was but one commitment, and subsequently as the law came to be disregarded the number of commitments fluctuated as the law was leniently or rigorously enforced. In answer to the question, whether any pestilential or contagious disease had prevailed, he replied: there has not, if you except *delirium tremens*, that is very common, said he, we have had *six cases* at once. At night each prisoner is locked in a cell by himself, unless the jail is crowded.

ONEDIA COUNTY JAIL.

This county has two jails, one at Utica and one at Rome.

The Utica jail is comparatively a new structure of brick and stone, located in a pleasant, sparsely settled part of the city, but in its design and construction comes short of what a modernly constructed jail should be, and especially in so enterprising a city as Utica. The basement of the building is carried several feet below the surface of the surrounding grounds, and is considerably damp, and in consequence of imperfect sewerage the lower floors are liable to be, as they have been, overflowed by stagnant putrid water which is exceedingly offensive and unhealthy; to this is to be added a want of ventilation. In this part of the jail eight prisoners were found, all males. In the upper portion eight more, females, with no particular improvement in their condition except a partial abatement of the dampness, all of whom except two were committed consequent upon habits of inebriation. Your committee was informed that the water on the premises designed for drinking and culinary purposes, was unsuitable for such uses. In view of the above statement, your committee consider those having the matter in charge as having overlooked obvious and acknowledged requirements of law.

ONEIDA COUNTY JAIL, ROME.

This jail is located in the village of Rome. It is heated by stoves, and is moderately ventilated by a small flue leading from each cell. There were eleven prisoners in confinement, on charges of assault and battery, and petit larceny. The average is about fifteen, supported at an expense of $1.75 per week, each. Of those in prison, two-thirds were foreign, and one-third native born, and three-quarters of the whole number are committed consequent upon habits of inebriation. The jail contains four large rooms and twelve small cells. The prisoners mingle together during the day, but are locked up singly at night. It is supplied with Bibles, and is esteemed healthy.

ONONDAGA COUNTY JAIL AND PENITENTIARY.

This institution is located in the city of Syracuse, and answers the double purpose of a jail and penitentiary. It is a large and commodious edifice, pleasantly located upon a rise of ground in a healthy part of the city, with a number of acres of open grounds about the building, thus affording a fine circulation of air. It is warmed by stoves, and the male department very well ventilated. In the female department ventilation is entirely wanting. The contrast between a pure air on one side, and a close poisonous air on the other, was very marked and observable by the most careless observer, and your committee were assured that *immediate* measures would be taken to obviate the wrong. Sixty-seven were found confined in the penitentiary department and twenty-three in jail. The average number has been about sixty.

Those in the jail have no employment, while those in the penitentiary are engaged in improving and cultivating the surrounding grounds, and in mechanical labor. The cost of their weekly support could not be ascertained. Of those confined, three-fourths were foreign born, and one-fourth native. The offences for which they were committed are mostly *vagrancy and intoxication;* at least five-sixths are dependent upon these causes. Those committed to jail are kept constantly in their cells, day and night,

while those sentenced to the penitentiary work during the day and at night are secured each in a separate cell. There were eleven females in confinement. There is a chapel finished off in the building, but is not occupied at present for religious worship. The institution is supplied with Bibles. The form of punishment is the yoke and shower bath.

ONTARIO COUNTY JAIL.

This jail is situated in the village of Canandaigua, and is so constructed as not to admit of a proper classification of prisoners. It has no ventilation, and is warmed by stoves. Twenty persons is an average number confined. There were, however, twenty-four in confinement at this time, thirteen foreign and eleven native born; one was committed for lunacy, one mail robbery, one grand larceny, petit larceny one, *intoxication, vagrancy and assault and battery, twenty.* Two-thirds of all the commitments are consequent upon habits of inebriation. The prisoners have no employment, and are supported at a weekly cost of $2.25 each. During the day the prisoners are let out into the halls, but are confined in separate cells at night, except when the jail is crowded. It is supplied with Bibles.

There is one *lunatic confined in this jail by order of the superintendents of the poor.* The committee are of the opinion that *very strong reasons* should exist to justify the superintendents in such a course.

ORANGE COUNTY JAIL.

This jail is located in Goshen, and contains ten cells for men, and four for women, so that under ordinary circumstances, the prisoners can be classified according to law. It is heated by stoves, and it is without ventilation. Eleven prisoners were found confined; two native, and nine foreign born.

One charged with rape, two burglary, one grand larceny, two fighting, two drunkenness, one petit larceny, one disorderly conduct, and one *witness*, a boy of fourteen years of age—all freely commingling in the halls during the day. This putting an inno-

cent person, and he too a youth, unlearned, it is to be hoped, in the ways of vice, on a legal level, and into the society of the highest grade of offenders known to our laws, is, in the opinion of your committee, inexcusable. Of all those confined, except the *witness,* every one had come to prison consequent upon habits of intemperance, and yet this boy is obliged to become the companion of vile and besotted men. At night, two are placed in a single cell. No Bibles in this jail.

NEWBURGH JAIL, NEWBURGH.

This jail, located at Newburgh, is designed only for the confinement of prisoners committed from that town. The jail is under the court house, the floor of which is within two feet of the ground, in consequence of which the prisoners are almost entirely below the surface. There are four cells, eight feet square, and one ten by eighteen feet; all eight feet high. These are lighted by windows, between the ground and court house floor, about two feet square; and giving very little light or air, and the whole is so damp that a fire is kept *during the whole year.*

It has been necessary to confine fifteen prisoners in one cell, and all women and men, are placed in these damp rooms, without other light or ventilation than from the small windows near the ground, in rear of the building. The keeper considered it an unhealthy residence, and found it impossible, either to make it comfortable, or to classify the prisoners as required by the statute. There were twelve convicts found in this jail; one of these a woman. The committee were informed that divine services were performed here regularly on Sundays.

ORLEANS COUNTY JAIL.

The jail in this county is located in the village of Albion, and is so limited in its capacity and so imperfectly arranged internally, that prisoners cannot be classified according to the requirements of law. It is warmed by stoves but destitute of ventilation. Five persons were found confined, although eight is estimated the average number; of those in confinement, four were

foreign and one native born, and of these four were committed for drunkenness. Four-fifths of the commitments are consequent upon habits of inebriation. The prisoners are in no wise employed. There have been no deaths during the year. At night each prisoner is confined alone in a single cell, when not crowded, but during the day the prisoners, as usual in most of the jails of the State, have free access to, and intercourse with each other during the day in the halls; there the old and the young, the novice and the adept in crime, meet and mingle and as a necessary consequence the "last state" of many juvenile offenders is made worse than the first.

OSWEGO COUNTY JAIL, AT OSWEGO.

This jail is a stone structure, located on the bank of the lake in an airy position, but in its construction, ventilation was neglected. It contains twelve single and six double cells, formed of plank bolted together. In the single cells from one to two are placed, in the large ones from four to six. The prisoners lodge on wooden bunks. It is warmed by stoves. The basements are occupied for domestic purposes. Twenty-five prisoners were found in confinement which is the average number. Of these eleven were committed for grand larceny, two vagrancy, one bastardy, all awaiting trial. Undergoing sentence one for breaking jail, two petit larceny, two assault and battery, three drunkenness, one awaiting examination, one witness, one lunatic. The prisoners are locked in their cells at night but mingle together in the halls during the day. The air in the cells and halls is bad. The turnkey remarked, that in "turning the prisoners out" in the morning, the air was so offensive he was liable to loose his breakfast. The vaults are outside the building without a sewer and exceedingly offensive and unhealthy. They are enclosed by a fence insufficient to prevent escape of the prisoners, except by the constant watch of the keeper. The cost of the support of the prisoners is $2.25 each per week. Those undergoing sentence are sometimes employed at labor on the streets, on the

public docks and in sawing wood for citizens. The jail is considered unhealthy and does not admit of the classification of prisoners as the law requires. Three-fourths at least of the inmates come to this jail consequent upon habits of inebriation. Twenty foreign, five native born; three females, one with a nursing child.

OSWEGO COUNTY JAIL, AT PULASKI.

The jail at Pulaski is kept in the first story of a two story brick building, the second story of which is used for a court house. Its accommodations are inadequate to meet the requirements of law in the classification of prisoners. It is heated by stoves, has no ventilation. Two prisoners were found in confinement, both native born, one confined on a charge of burglary and the other for debt. They are in nowise employed and are supported at a weekly cost of two dollars each. Of these one is confined to his cell, the other has the liberty of the yard. Two is the average number confined in this jail, and seven-eighths of all the commitments to this prison are consequent upon habits of inebriation. The jail is considered healthy.

OSWEGO COUNTY JAIL, AT FULTON.

This jail is authorized by provisions of law contained in the village charter, and is not under the jurisdiction and control of the sheriff of the county, but under the management and control of the trustees of the village. The jail department consists of five cells and a hall in the basement of a block of buildings, and is somewhat damp. It is heated by a stove, but has no ventilation, and in the cells the air is offensive and unhealthy. No prisoners were found in confinement. The usual or average number is three; seventeen have been confined at one time. Prisoners are mostly idle, occasionally they are set to work on the highways. Of those confined in this jail three-quarters are foreign and one-quarter native born, and three-quarters at least come to prison consequent upon habits of inebriation. The prisoners are locked in cells at night, and mingle together in the hall by day.

The most prevalent form of disease in this jail is *delirium tremens*, or fevers produced by drunkenness. The weekly cost of the support of the prisoners is $2.25 each. Lunatics are occasionally locked up and kept here a few days at a time.

OTSEGO COUNTY JAIL.

This jail is located in the village of Cooperstown. It is warmed by stoves but is not ventilated, and presented a dirty and slovenly appearance. There were six prisoners in confinement; the average number is eight, costing the county $3.00 each per week, and without any employment. These six were all native born, and five of them committed for a breach of the peace. One-third of the whole number imprisoned in this jail are brought here by habits of inebriation. None are confined in cells during the day but at night all are locked up and placed from one to three in a single cell.

PUTNAM COUNTY JAIL.

This jail is located at Carmel, and is a building of very modest pretensions, being twenty-four by twelve feet, having but two cells fit to be occupied. It is heated by a *small* stove and devoid of ventilation, and was some two or three years since *indicted by a grand jury*, after an examination of the premises.

The vault in this as in some other jails, is on a level with the cells, and is, as it must ever be, under such circumstances *offensive* and unhealthy.

No inmates were found in this jail; from one to two occupants is considered a fair average; though instances have existed where five or six have been confined at once, and in all such cases, of course the requirements of law cannot be complied with. Females are sometimes so unfortunate as to make this jail a home.

QUEENS COUNTY JAIL.

This jail possesses the requisite accommodations to meet the requirements of law in the classification of prisoners. It is heated by stoves and is healthy. Fifteen prisoners were found

in confinement, without employment and supported at a cost of $2.37½ per week each; of these five were foreign and ten native born, and all committed consequent upon habits of inebriation and charged with the following offenses, viz: larceny nine, vagrant one, assault and battery three, misdemeanors two. The average number in confinement is twenty-five, three-fourths of whom at least are brought to prison consequent upon habits of inebriation. None are confined constantly in cells. Four are sometimes placed in a single cell. The jail is supplied with Bibles.

RENSSELAER COUNTY JAIL.

This jail is located at Troy, and possesses accommodations admitting of the classification of prisoners, and is considered perfectly healthy. It is heated by furnaces and stoves. Twenty-four prisoners were found in confinement, including four females. Of these, three-fourths were foreign, and one-fourth native born. All are employed and supported at a weekly expense of $2.25 each; three-fifths of whom are committed consequent upon habits of inebriation, and charged with the following crimes; one murder, one robbery, two counterfeiting, two burglary, one seduction, seventeen disorderly conduct. The average number confined is twenty-five. None are confined in cells during the day. There is *one lunatic confined in jail.* It is supplied with Bibles.

RICHMOND COUNTY JAIL,

Is located at the village of Richmond. It is heated by stoves and is without ventilation, and as a consequence, the air becomes vitiated and offensive. Five prisoners were found in confinement; all committed for misdemeanors. Twelve is the average number in confinement, ninety per cent. of whom are committed consequent upon habits of inebriation; or, in the language of the keeper, "we hardly have any others." The jail is considered unhealthy and damp, especially the lower floor. The prisoners are unemployed; two are usually confined in a single cell, sometimes three.

No bedsteads are furnished, even for female prisoners. They are supported at a weekly cost of $3.00 each per week. The inmates were all foreign born, two males and three females. The prisoners cannot be classified according to the requirements of law. The jail is not supplied with Bibles, as required by the statute.

This jail is said to have been indicted, and there is no doubt that it should be. It is a reproach to any county to confine men and women in a place so injurious to health, and should arrest the attention of the people of the county, as well as the courts and grand juries, and all who are accountable for the safe keeping and proper treatment of those in confinement, whether under sentence, or committed for trial.

ROCKLAND COUNTY JAIL.

This jail is located at Clarkstown, and will not admit of the classification of prisoners according to the requirements of law. It has but four cells or rooms, of which two are esteemed unhealthy.

Seven prisoners were found in confinement, committed four on the charge of larceny, two assault and battery, and one misdemeanor. The prisoners are unemployed, and supported at a weekly cost of $2.25 each. Two were foreign and five native born. The average number in confinement is from five to six, and are confined in cells, two in a single cell.

The jail is supplied with Bibles. Of those in confinement two were consequent upon habits of intoxication.

ST. LAWRENCE COUNTY JAIL.

This jail is constructed of stone, two stories, and without ventilation. The sheriff considers the jail healthy, but admits he cannot for the want of proper room classify his prisoners according to the requirements of law. Fourteen prisoners were found in confinement, one for burglary and larceny, one assaulting an officer, two assault and battery, two petit larceny, and five for

drunkenness and disorderly conduct; of these thirteen were foreign born, and one native. The average number in confinement is twelve, supported at a weekly cost of $3.00 each. These prisoners have no employment provided for them, nine-tenths of whom are brought to prison consequent upon habits of inebriation. The prisoners meet in the halls during the day, and at night are locked in the cells, usually two, and sometimes three together.

SARATOGA COUNTY JAIL.

This jail is located at Ballston, and has accommodations that admit of the classification of the prisoners. The cells are of good size, but not ventilated. It is warmed by stoves. Fourteen prisoners were found in confinement, of whom two were foreign born and twelve native; they are unemployed, and were committed two for grand larceny, one false pretences, two vagrancy, three drunkenness, one abusing his wife, two assault and battery, and three petit larceny. The weekly cost of their support is $2.25 each. The average number in confinement is twelve, and at least three-fourths of the commitments are consequent upon habits of inebriation.

Eleven were found confined in cells, three and sometimes six are placed in a single cell. The jail is considered healthy and is supplied with Bibles.

It is the custom of the superintendent of the poor to visit this jail three or four times a year.

SCHENECTADY COUNTY JAIL.

This jail is located in the city of Schenectady, and admits of the classification of prisoners. It is not ventilated and is warmed by stoves. This jail was found without an occupant. The average number in confinement is three, supported at an expense of $2.25 per week each. Prisoners have no employment, and two-thirds of the whole number committed is consequent upon habits of inebriation. One death occurred during the year by *suicide*. The jail is considered healthy. Is not supplied with Bibles.

SCHOHARIE COUNTY JAIL.

The jail in this county is located in the village of Schoharie, and is *a sort of an out-building,* small, close and uninviting as a residence, and for this or some other equally good reason it was tenantless, at the time of the visitation of your committee. It presented a tolerably tidy appearance inside, and is warmed by stoves, and receives what ventilation it obtains through the doors and windows. The average number of occupants is ten, and supported at a cost of $2.50 a week, each. No employment provided. Prisoners spend much of their time in reading. During the day the prisoners mingle together, but at night are locked up, from one to four in a single cell. Full two-thirds of the commitments are consequent upon habits of inebriation.

SCHUYLER COUNTY JAIL.

The jail in this county, located at Havana, has been recently constructed and is not yet occupied. In the erection of this jail great care and pains have been taken, not only to give it a pleasant exterior, but to introduce into the whole arrangement of the several departments within, the various modern improvements combining the safety, comfort and healthfulness of its occupants.

SENECA COUNTY JAIL.

The jail of Seneca county is located in the village of Waterloo. It is eighteen by forty feet in size, on the ground; is warmed by stoves, but entirely destitute of any means of ventilation. There were four persons in confinement. The average number is ten; supported at a weekly cost of $2.37½ each. Of those in confinement, two were native, and two foreign born. About ninety-five per cent of the commitments are foreigners, and about nineteen-twentieths of the whole number are brought to this jail as a consequence of habits of inebriation. Of the whole number (one hundred and nine,) committed between the 1st of January last, and the time of visitation by the committee in June follow-

ing, one hundred and five were intemperate, and four temperate. Of those then in jail, one was constantly confined in his cell, the others, during the day, had the privilege of the hall.

The prisoners are not employed. There has been no prevailing contagious or pestilential disease during the year, if delirium tremens, the drunkard's fever, be excepted. This disease, the keeper assured your committee, had been very common, though no deaths had occurred. The jail is otherwise esteemed healthy, and the prisoners are supplied with Bibles to read if they choose. This jail is so improperly constructed that prisoners cannot be classified according to the requirements of law.

Three of the inmates from this jail have been sent to the Monroe county penitentiary, to work out the period to which they were sentenced, on terms advantageous to both counties.

STEUBEN COUNTY JAIL.

This jail is located in the village of Bath, and is closely surrounded by adjoining buildings. This, together with an entire want of ventilation from within, renders it, of necessity, an unhealthy habitation. The keeper seemed sensitively alive to the facts and difficulties connected with his establishment, and had evidently done all in his power to abate nuisances and make the jail comfortable; all of which can avail but little until the patriotism and humanity of the citizens of the county shall be successfully invoked, and a new building erected, worthy of so intelligent and wealthy a county as Steuben.

The *basement* of this building is occupied by cells, in which were confined six prisoners; and which, on an average, are occupied by eight. Of those confined, one was foreign born, and five native. One committed for grand larceny, one counterfeiting, one incest, one assault with intent to kill, two petit larceny. These are confined in cells at night; one in small cells, and two or more in large ones. They have no employment provided for them. Two-thirds of all the commitments to this jail are consequent, directly or indirectly, upon habits of inebriation.

SUFFOLK COUNTY JAIL AT RIVER HEAD.

This jail was built two years ago, and is a fine edifice containing twelve rooms, the ceilings ten feet high, well ventilated, in a healthy location and is kept by the sheriff of the county. It is in all respects what a county jail should be, and is creditable to those who establish and support it. Four were found in confinement, all native born, and supported at a weekly cost of $1.50. Of the whole number received into this jail, nineteen-twentieths are intemperate. The prisoners are here classified as the law requires, and the house supplied with Bibles.

SULLIVAN COUNTY JAIL.

This jail is located at Monticello. Its accommodations will not admit of the classification of prisoners, as the law requires at all times. The *basement* is occupied by five cells, five by seven feet, and seven feet high, which are occupied by those committed for crime. They are not damp, nor are they well ventilated. The jail is warmed by stoves. Three prisoners were found in confinement, which is the average number, all of whom were native born, and committed, one for debt, and two for burglary. Two thirds of the commitments are consequent upon habits of inebriation. The cost of their support per week, is $2.50 each. There are none confined in cells constantly. Only one is placed in a single cell. There is a room seven by eight feet appropriated to the use of the women, and another fourteen feet square which is used by all the prisoners. It is considered healthy. Is not supplied with Bibles.

TIOGA COUNTY JAIL.

This jail is located in the village of Owego, and seems to be very well kept. The air on entering and passing through the several apartments seemed fresh and pure, and suited to the purposes of animal life, unlike the murky noisome atmosphere too often found in prisons and which is destructive to health and life. This was all soon explained by finding in each of the cells ample flues provided for carrying off rapidly the vitiated atmosphere. It is heated by stoves. There were four prisoners in

confinement, two males and two females, of these three were foreign and one native born, one committed for petit larceny and three for drunkenness. The average number in confinement is six, full one-half of whom are committed in consequence of habits of inebriation. The weekly cost of support is $2.27 each. None are confined in cells during the day, and no labor provided for them. At night each one is locked separately in a cell, unless the jail is crowded and then the number confined in a single cell varies with the circumstances of the case.

TOMPKINS COUNTY JAIL.

This jail is located in the village of Ithaca, and is well kept. The building is warmed by stoves, and the cells, which are five feet wide and eight feet deep, are high, clean and well ventilated. There is no basement. The average number in confinement is fourteen, the present number eight. No employment is provided for them, yet two of the prisoners were, at the time of visiting the jail, setting type. Of those confined three were foreign born and five native, two committed for murder, three for drunkenness, two petit larceny and one for debt. Nine-tenths at least of the commitments are consequent upon habits of inebriation. None are confined in the cells during the day. At night each one is locked in a separate cell, except when the jail is crowded, as sometimes happens, in which case two or more are locked up together.

This jail has been used to confine *lunatics,* none confined at present.

ULSTER COUNTY JAIL.

This jail is located at Kingston, and is one of the best in the State. It contains twenty good rooms or cells, twelve by fourteen feet, furnished with iron bedsteads and is kept clean and sweet, notwithstanding no special provision is made for ventilation. The prisoners can be classified according to law. Nine prisoners were found in confinement, four foreign and five native born, and were confined on the following charges, viz: one burglary, one perjury, one abuse of his wife, one petit larceny, one assault

and battery, one vagrancy, one disorderly conduct, one drunkenness, one grand larceny. A portion of the prisoners are employed in the manufacture of harness. The weekly cost of their support is $2.50.

The average number in confinement is twenty-one, one-half of whom are committed consequent upon habits of inebriation. Prisoners are not confined in cells during the day, but are locked up separately at night. The jail is considered healthy. Is supplied with Bibles, and religious services are held every Sabbath, conducted by a clergyman.

WARREN COUNTY JAIL.

This jail occupies the *basement* of the building, and consists of three cells, and obviously falls far short, in extent of its accommodations, of the requirements of law. These cells, though in the basement, and without ventilation, were considered by the keeper a healthy place to live in. Two persons were found in confinement, which is the average number, and both for petit larceny, and both native born. One half of all the commitments are consequent upon habits of inebriation. Prisoners spend their time in idleness, and are supported at a weekly cost of $2.50 each.

For want of more extended accommodations the prisoners are kept constantly in their cells, two and sometimes four in a single cell.

WASHINGTON COUNTY JAIL.

This jail is located at Salem, and constitutes a part of the building used for a court house, and which is said to have been erected about sixty years. Its construction does not admit of the classification of prisoners as the law requires. Is not ventilated, and though warmed by stoves, in the severe part of winter it is represented by the keeper as being quite uncomfortable. Four prisoners were found in confinement. The average number is seven. There is no employment provided for them. Of those in confinement, two were foreign born, one native and one negro. One was committed for rape, and three for assault and battery. The weekly cost of their support is $2.50 each; they are all con-

fined in cells constantly, as there are no other jail accommodations. From one to six are placed in a single cell; three-fourths of the commitments are consequent upon habits of inebriation. *All prisoners sentenced for two months and over, are sent to the Albany penitentiary. Two have been sent since the first of January last.*

WAYNE COUNTY JAIL.

This jail is located in the village of Lyons, and was found clean and in good order. *It is warmed by furnaces, and ventilated by flues in the wall.*

Eleven persons were found confined, seven foreign, and four native born, and committed on charge of assault and battery six, highway robbery two, burglary and larceny two, fraud one; nine-elevenths of these commitments were consequent upon habits of intoxication; these prisoners mingle promiscuously in the halls during the day, but at night are each locked in a separate cell. They have no employment, and are supported at a weekly cost of $2.00 each.

WESTCHESTER COUNTY JAIL.

This jail is located at White Plains, The jail proper consists of eight cells, six by ten feet, seven and a half feet in height, in the basement of the building under the court house—has no means of ventilation, and though heated with furnaces, cannot be made comfortable in cold weather; nor can the prisoners be classified according to the requirements of law.

Seventeen prisoners were found in confinement, two-thirds of whom are foreign born and one-third native; unemployed, and committed, one for murder, four for grand larceny, four petit larceny and eight misdemeanors, and supported at a weekly cost of $2.75 each. Of those in confinement about one-third are consequent upon habits of inebriation. The average number in confinement is fifteen, and the proportion of the whole number committed consequent upon habits of intoxication, is more than one-third.

The prisoners are constantly confined in the cells, sometimes three in a cell, and sometimes more. Five women have been con-

fined in a cell six by ten feet, seven and a half feet ceiling, and without the slightest ventilation.

This county has a new jail in course of construction, designed to be brought into use next spring.

WYOMING COUNTY JAIL.

The jail in this county is located in the village of Warsaw, and is so commodious and well arranged as to enable the keeper to classify the prisoners according to law. It contains eight cells, four with iron slat doors and four others of wood, perforated by a six inch square hole. The jail is not ventilated. The average number confined is four; at the present time there are but two in confinement, both of whom are native born. The prisoners have no employment and are supported at a weekly expense to the county of three dollars each. Those now in prison are committed for larceny, and of the whole number committed eight-tenths are so, consequent upon habits of inebriation. At night each prisoner is locked in a separate cell, during the day two or more are permitted together. The jail is considered healthy and is supplied with Bibles.

YATES COUNTY JAIL.

This jail is located in the village of Penn Yan, is constructed of stone, forty by fifty feet, and is considered by the sheriff an unhealthy building for the confinement of prisoners. The construction of the jail is such also, that he cannot comply with the requirements of the law in the classification of prisoners. It is warmed by stoves and is without ventilation. There were six prisoners in confinement, one for arson, one for receiving and secreting stolen property, three for assault and battery and one for petit larceny. They were all native born. The average number in confinement is four. No employment is provided for them. The weekly cost for their support is three dollars per week each. They enjoy the range of the halls during the day, and are locked up at night, one or two in a cell according to the necessities of the case. Of those in confinement all were consequent upon habits of inebriation.

XII. PENITENTIARIES.

ALBANY PENITENTIARY, ALBANY.

This institution was opened in 1846. The building furnishes cells for two hundred males, and one hundred females. The average number of inmates is two hundred; the present number is two hundred and fifty, seventy females and one hundred and eighty males. Three-fourths of these are of foreign birth. The convicts work at different trades under contract, and the average earnings per day of each is thirty cents.

The great class of commitments is for misdemeanors incident to and caused by intemperate habits. In eight hundred and one commitments for the year 1855, seven hundred and seventy-one admitted themselves to be intemperate. The same proportion will hold good for the present year. During the day the convicts are in the work shops, and at night confined in separate cells. The prison is a very healthy one, there being but one death during the past year and that from delirium tremens. The patient came to the prison intoxicated. There was but one in the hospital, and the average number so confined was *one half of one per cent.* There is chapel service every Sunday morning and religious conversation by the chaplain with the prisoners the residue of the day. A library is being established by private donations of individuals through the agency of the keeper, and already numbers some five hundred volumes. The hospital and chapel are not sufficiently ventilated; otherwise the institution appears well constructed, and its arrangements quite faultless.

The income of the prison for the year 1855 was $18,174.25, and the expenses $15,587.72, leaving a profit for the year of $2,586, there is no indebtedness of any kind; and this is believed to be the best additional comment the committee can make upon its management.

The keeper is the son of the former superintendent Amos Pilsbury, who after bringing the penitentiary to its present perfect condition, has taken charge of a more extensive establishment at Ward's Island at the solicitation of the Commissioners of Emigration, who are now profiting by his superior qualifications, and where the State and all interested in that important commission are receiving the benefit of his skill and experience.

XIII. WORK HOUSES.

ERIE COUNTY WORK HOUSE, BUFFALO.

This penitentiary is located in the city of Buffalo. The institution was established and buildings erected some years since. These latter are of stone and though at present not sufficiently large and commodious for the number of inmates, still are well designed and constructed. The grounds attached comprise five acres; four acres being enclosed by a high stone wall and wooden fence. The cells are constructed in ranges or galleries rising one above the other, and are kept cleanly and in good order. Their size is about four by seven feet. In each cell is provided an iron cot, two feet in width; and in twenty-two of the cells are placed two of these cots. The whole number of cells is seventy. Owing to the present large number of convicts who are placed in each cell, and in those containing two cots *three* are confined. Accommodations for lodging are thus, of course, entirely insufficient. An appropriation of $8,000.00 was made last year by the county for building a separate structure for the sole accommodation and confinement of the female convicts. This is now in process of construction, and will on its completion in a great measure relieve the crowded state of the present buildings.

The average number of prisoners in confinement is one hundred and thirty; the present number one hundred and seventy-seven, of these seventy-one are females. Four-fifths of all in confinement are of foreign birth. The convicts are furnished with plain substantial food, at an average weekly expense of sixty-five cents. They are employed mostly on contract in the manufacture of "harness findings," at *per diem* wages for males, of twenty cents; females fifteen cents. The supervisors of the county impose rules for the government of the penitentiary and visit it in a body once each year. They employ a physician to attend the sick, who visits

the house twice each week and oftener if called; he is paid per visit. Only two deaths have occurred during the past year. The hospital wards are entirely inadequate for the proper accommodation of the sick. In one room of the size fifteen by twenty feet, with low ceiling and no means of ventilation, twenty-eight persons are placed. The air, as a legitimate and necessary consequence, is foul and impure. The prison is supplied with Bibles and the convicts are assembled for chapel exercises each Sabbath. There are employed five keepers, besides the superintendent and deputy and a guard of two persons.

Nine-tenths of the commitments are directly consequent on habits of intemperance, and one-third are commitments of old offenders. The general discipline of the prison, and the cleanliness and good order of the wards may well be commended.

MONROE COUNTY WORK HOUSE.

This is an institution located at Rochester, partaking in its main features much of the character of a penitentiary. The courts of Monroe county, and of several others adjoining, are by special statute permitted to send here those committed for petty offenses, or less than felonies, where they are sentenced to hard labor instead of lying idle in the various county jails. Here they nearly by their labor pay the cost of their support, where they were before a complete charge upon the county in which they chanced to be imprisoned. Here too they are instructed in some useful trade, while before they only learned vicious habits.

The building is a new one, constructed of brick, four stories in height, attached is one workshop of two stories and another of one. A roomy yard is enclosed by a high and secure wall. Connected with the house is a farm of sixteen acres. In the main structure are ninety-six cells for males and forty for females, besides two hospitals, male and female. There are also two workshops, two for the use of male convicts and one for females. The rooms are mainly warmed by furnaces. The house is tolerably ventilated by flues in the walls. There are now 144 prisoners in

the house. This is also above the average number in confinement. Of the whole number 102 are males and forty-two females. Seven-eighths are foreign born. Two prisoners are under sixteen years of age, these are kept separate and apart from others. The convicts are provided with plain substantial food of meat, bread and vegetables, which is furnished by the superintendent of the workhouse at a county charge. The convicts are all compelled to labor during the whole time of their sentence. Their labor is farmed out to contractors at the rate of twenty-five cents per day for males, and sixteen cents for females. The males are employed in shoemaking and coopering and the females in bottoming chairs. Each, on his or her entrance, is placed at a trade and works at it during the term of sentence.

A chapel is furnished in the building where religious services are held on each Sabbath. Corporal punishment is not administered, convicts are punished by solitary confinement in a dark cell. There is a library of three hundred volumes. From one-third to one-half of the convicts are brought here by intemperance, and of the sick there are more cases of delirium tremens than all others combined. The officers employed are eight, superintendent and deputy, four overseers and two watchmen. A physician is employed by the year, who visits the house twice each week.

This institution appears to be judiciously managed, and to be successfully working out the end designed in its establishment. The whole expense the past year of the workhouse over its receipts, was but $2,971.05, and it is believed its revenue will soon be equal to the whole expense.

KINGS COUNTY PENITENTIARY.

The buildings now nearly completed for this penitentiary, are on a farm of thirty-eight acres, about two and a half miles from the city of Brooklyn. The main building is 490 feet long by 86 feet wide; with two wings of 50 feet each, and built of stone. The present number of inmates is one hundred and fifty-three;

seventy-four of whom are males, and seventy-nine females. At present the men are employed grading the grounds and breaking stone, and the females as domestics. The weekly cost of the support of each convict is eighty and one-half cents. Three deaths have occurred during the past year. Seven-eighths of all commitments are consequent upon habits of intemperance. The cells are of good size and well arranged, and it is intended to place but one prisoner in each. The whole building is well ventilated and warmed by stoves. It is supposed that the labor of the convicts, when the buildings are completed, will be nearly equal to the expenses of the penitentiary. It is now under the care of the supervisors of the county.

SYRACUSE CITY POOR AND WORK HOUSE, SYRACUSE.

This is located about two miles from the city of Syracuse, westerly. It is designed mainly for the accommodation of the city poor. The building is new; built of brick; three stories in height besides basements, and 148½ feet long by 66 feet in width. The basements are occupied for domestic purposes. In the building are forty-eight rooms or wards, for the occupation of inmates, besides those used as dining, washing and other similar apartments. The whole are warmed by stoves and a furnace and ventilated by flues opening into chimneys. There are two flues in each room eight by fourteen inches in size.

There is a farm attached of forty-seven acres, the labor on which with the exception of one man, is performed by the paupers. The revenue of this farm is estimated at $600. The keeper of the house is employed at a salary of $800.

The inmates at this time number forty, though the average is about fifty. In the smaller rooms of the house two persons are placed in a room; in one of the larger ones, nine. A detailed register is kept. Of the inmates two-thirds are males, and eight are under sixteen years of age. About one-half are foreign born. Six deaths have occurred during the past year. At night there is a complete separation of the sexes; during the day they mingle together.

For medical attendance a physician is appointed by the common council, at a salary of $300. He visits the house as often as circumstances require. There is only one keeper in charge of the institution. Good facilities are afforded the inmates for bathing. The common council impose rules of government, and the superintendent regulates the system of diet. The average weekly cost of the support of paupers is about $2. At sixteen years the children are placed out for employment in the families of neighboring farmers. No provision is made for the instruction of children, though there is a common school near the house, even this the children are not made to attend.

Three of the inmates are lunatics, all males, and all paupers. They have no special attendants aside from the superintendent, and none have been improved or cured since entering the house.

They are confined in cells which appear quite comfortable, and are at times chained. Four have been admitted within the year. They receive no other medical care and attendance than the house physician affords. The construction of the house is not such as to allow classification of the insane. In the case of one pauper, a lunatic, and partly idiotic, it was considered necessary by the keeper, about a year since, to administer severe floggings; the offence was indecent exposure of his person. He stated, however, that flogging is no part of the discipline of the house. There are now in the house three idiots, all males. There are also three blind. One birth has occurred during the last year. In the estimate of the superintendent, all, except the insane, are brought to their present condition either directly or indirectly through intemperance, and as a consequence of inebriation.

The house, as a whole, appears well fitted in its construction for the designed purpose, and in its management able.

TABLE A.

Showing the number of inmates in each county poor house, the number of lunatics, the number confined or under restraint, the number of foreigners, children under 16 years of age, idiots, births and deaths the past year, extent of poor house farm, average number of paupers and weekly cost of the support of each, condition caused by intemperance, &c.

POOR HOUSES.	Inmates in Aug., 1856.	Native born.	Foreign born.	Children under 16 years.	Average number of inmates.	Months school taught.	Births the past year.	Deaths the past year.	Extent of acres in poorhouse farm.	Annual income of farm.	Number of inmates in sleeping room.	House inspected by supervisors the past year.	Weekly cost of inmates support.
Albany	319	79	240	80	350	12	32	71	216	$6,000	40	1	$0 90
Allegany	70	23	47	8	57	.....	5	8	180	1,000	4	1	1 03
Broome	37	34	3	5	45	.....	1	1	130	800	6	1	1 08
Cattaraugus	30	23	7	4	35	.....	3	2	200	1,000	7	0	1 40
Cayuga	70	17	53	15	100	4	1	6	90	.....	10	1	70
Chautauque	56	46	10	7	130	7	6	17	160	2,000	32	0	44
Chemung	52	17	35	13	70	0	9	8	180	1,000	10	0	80
Chenango	80	73	7	25	90	6	9	10	170	800	20	0	56
Clinton	48	12	36	11	65	0	3	15	90	800	21	1	1 00
Columbia	187	125	62	34	208	12	12	15	204	1,400	50	1	1 00
Cortland	52	50	2	9	51	.....	3	7	118	600	6	1	65
Delaware	58	49	19	11	65	.....	.....	7	175	250	12	1	1 00
Dutchess	240	160	80	61	220	12	.....	49	107	1,631	40	1	95
Erie	225	19	206	75	300	12	34	83	153	2,700	30	2	1 00
Essex	65	45	20	10	67	8	3	6	100	1,200	12	0	62
Franklin	38	10	28	9	48	3	1	2	110	1,500	8	1	31
Fulton	30	25	5	4	50	.....	3	6	94	200	10	1	1 25
Genesee	75	50	25	15	90	7	2	17	133	1,300	10	1	72
Greene	88	48	40	19	130	10	4	13	130	800	20	1	75
Herkimer	76	38	38	11	130	6	4	7	65	739	14	12	1 10
Hamilton *													
Jefferson	125	62	63	15	150	12	10	13	107	1,500	10	6	75
Lewis	50	12	38	12	93	4	1	9	59	600	12	2	97
Livingston	75	37	38	25	107	10	4	17	108	2,000	6	1	74½
Madison	108	27	71	30	130	12	1	5	135	1,500	35	1	56
Monroe	280	40	240	75	300	12	23	46	184	3,500	100	1	68

Montgomery	76	19	57	11	125	6	2	5	150	1,000	18	2	63
Niagara	78	12	66	40	90	12	5	13	120	1,000	3	1	50
Oneida	160	40	120	42	222	12	.....	.....	115	.....	40	1	1 10
Onondaga	150	30	120	60	200	12	.....	8	34	.....	20	1	.....
Ontario	120	40	80	35	136	12	4	18	212	4,000	26	2	57
Orange	138	69	69	40	200	12	6	12	265	2,000	10	1	1 04
Orleans	40	24	16	8	59	.....	5	3	107	721	16	1	1 15
Oswego	47	35	12	7	75	.....	3	5	80	300	8	0	1 06
Otsego	86	79	7	16	90	.....	1	15	153	1,400	12	1	58½
Putnam	37	34	3	13	52	12	.....	7	196	601	20	1	43
Queens	40	38	2	12	127	0	5	16	63	.....	20	0	.....
Rensselaer	133	16	117	50	190	12	.....	8	152	2,000	25	12	1 00
Richmond	55	14	41	14	80	8	3	7	100	3,000	18	1	1 00
Rockland	70	14	56	30	100	12	.....	10	47	700	3	1	75
Saratoga	102	68	34	25	137	12	10	36	112	900	46	1	73
Schenectady	56	28	28	20	75	9	1	13	116	1,200	4	1	84
Schoharie	35	33	2	7	60	0	0	7	60	800	6	1	75
Schuyler*													
Seneca	44	25	19	6	60	4	2	7	126	.....	10	1	1 00
Suffolk*													
St. Lawrence	120	60	60	40	50	12	10	12	130	1,000	7	1	83
Steuben	60	53	7	8	75	0	5	4	214	2,000	12	1	1 01
Sullivan	35	16	19	12	55	3	1	4	100	400	15	1	75
Tioga	61	46	15	13	75	0	6	4	62½	600	12	0	1 00
Tompkins	37	33	4	9	53	0	2	15	100	1,500	10	1	57½
Ulster	120	80	40	45	175	6	20	50	140	500	45	0	1 25
Warren	34	17	17	8	54	.....	2	8	200	800	14	1	90
Washington	112	56	56	40	124	11	5	11	170	1,500	10	1	67½
Wayne	60	20	40	15	67	12	.....	10	190	1,400	16	1	1 55
Westchester	191	79	112	75	225	12	20	16	173	2,500	30	1	68½
Wyoming	65	50	15	11	73	2	.....	2	97	300	7	1	75
Yates	60	45	15	12	86	8	1	4	123	1,000	18	2	1 40
	4,956	2,219	2,670	1,307	6,420	Av'ge 6½	292	770	6,975	$67,641	1,017	78	Av'ge $0 83

*No county house.

TABLE A.—(CONTINUED.)

POOR HOUSES.	Intemperance the cause of pauperism. (Per cent.)	Number of lunatics.	Males.	Females.	Lunatics in cells.	Lunatics under mechanical restraint.	Lunatics improved past year.	Lunatics recovered.	Lunatics not paupers.	Lunatics received past year.	Number of idiots in house.	Number of deaf and dumb in house.	Number of blind in house.
Albany	50	73	32	41	2	0	2	7	3	23	4	1	3
Allegany	67	4	2	2	1	.....	0	0	0	.....	7	0	0
Broome	34	21	8	13	1	0	0	0	0	.....	11	0	0
Cattaraugus	50	3	3	0	2	0	0	0	0	1	1	0	1
Cayuga	75	9	5	4	.....	.....	0	0	0	3	3	0	0
Chautauque	67	12	6	6	4	.....	1	1	0	.....	10	0	1
Chemung	68	6	4	2	0	.....	0	0	0	2	3	0	0
Chenango	75	8	3	5	4	.....	1	0	0	3	7	0	0
Clinton	50	6	1	5	2	.....	0	0	0	2	10	0	1
Columbia	75	35	15	20	4	.....	0	0	2	8	5	.....	.....
Cortland	68	10	5	5	3	.....	0	0	0	4	3	0	1
Delaware	25	13	3	10	2	.....	2	3	1	5	8	1	0
Dutchess	70	27	10	17	.....	6	3	0	0	20	5	.....	4
Erie	75	71	25	46	1	.....	6	5	4	40	11	0	3
Essex	86	12	6	6	0	0	.....	3	0	2	3	0	2
Franklin	90	7	3	4	1	.....	0	0	0	2	4	0	2
Fulton	75	5	0	5	0	0	1	1	0	4	0	0	1
Genesee	33	20	7	13	1	1	5	2	5	5	10	0	1
Greene	75	11	6	5	.....	6	0	0	0	1	9	1	2
Herkimer	75	17	12	5	3	0	0	1	0	4	8	3	1
Hamilton *													
Jefferson	75	31	13	17	1	.....	.....	2	2	10	8	2	3
Lewis	50	4	2	2	0	0	0	0	0	2	1	1	1
Livingston	75	14	5	9	1	.....	3	0	0	5	3	1	2
Madison	75	14	5	9	9	.....	0	0	1	3	7	0	0
Monroe	94	28	13	15	18	.....	6	0	0	42	8	2	5
Montgomery	75	13	9	4	7	.....	0	0	1	3	5	0	0
Niagara	34	19	6	13	0	0	2	5	3	20	4	0	2
Oneida	.....	31	11	20	.....	.....	.....	.....	0	.....	3	0	4
Onondaga	75	16	8	8	4	1	2	0	0	.....	1	1	5
Ontario	67	21	6	15	3	0	4	2	0	2	5	2	1
Orange	67	16	8	8	2	.....	4	2	0	6	2	.....	3
Orleans	80	7	2	5	0	.....	0	1	0	2	2	1	0
Oswego	87	8	5	3	2	.....	1	2	0	3	4	0	0

Otsego	90	15	5	10	0	0	4	0	0	3	5	0	0
Putnam	72	3	1	2	1	0	0	0	0	.....	2	1	.....
Queens†	80	0	0	0	0	0	0	0	0	0	4	0	3
Rensselaer	88	20	4	26	1	0	0	1	0	15	2	2	.....
Richmond	86	5	1	4	2	0	0	0	0	1	1	0	0
Rockland	90	6	2	4	2	.....	0	0	3	1	8	1	0
Saratoga	50	10	3	7	5	.....	0	0	0	.....	11	.....	2
Schenectady	90	3	1	2	2	0	0	0	0	.....	7	.....	.....
Schoharie	68	2	0	2	0	0	0	0	0	0	10	0	0
Schuyler*													
Seneca	50	7	2	5	3	0	0	0	0	6	3	0	0
Suffolk*													
St. Lawrence	75	12	5	7	.....	.....	0	0	0	.....	1	1	1
Steuben	90	35	15	20	4	0	0	2	0	4	1	0	0
Sullivan	67	7	2	5	1	.....	0	0	0	0	4	.....	.....
Tioga	75	6	0	6	1	0	0	0	0	0	0	0	0
Tompkins	68	7	2	5	.....	1	0	0	0	1	2	0	0
Ulster	75	15	3	12	10	0	0	0	0	5	12	.....	.....
Warren	70	3	2	1	0	0	1	0	0	2	1	0	2
Washington	50	20	10	10	.....	.....	0	1	0	2	3	2	5
Wayne	80	7	5	2	0	0	0	0	0	2	4	0	1
Westchester	75	25	11	14	0	.....	10	5	2	.....	11	2	3
Wyoming	67	12	5	7	0	2	0	0	0	2	2	0	0
Yates	67	5	2	3	1	.....	0	0	0	0	7	0	4
	Av. 69	837	329	508	113	17	59	46	27	301	273	25	71

*No county house. †Poor supported in town almshouse.

TABLE B.

Showing the number in each county jail, native born, foreign born, weekly cost of support of each, average number in confinement, jails supplied and not supplied with bibles, jails in which prisoners can and in which they cannot be classified, as required by law, committed in consequence of habits of intemperance, the number confined in all, &c.

JAILS.	Number in confinement.	Native born.	Foreign born.	Average weekly expense of support.	Commitments consequent on inebriation. (Per cent.)	Average number in confinement.	Supplied with Bibles.	Number usually confined in single cell or ward.	Number confined constantly in cell.	Can classify as law requires.
Albany	45	13	32	$1 25	.....	50	Yes,	2	0	No.
Allegany	4	3	1	3 00	80	6	.....	2	0	.....
Broome	2	0	2	2 50	90	10	Yes,	2	0	No.
Cattaraugus	2	2	0	2 50	50	4	Yes,	1	0	Yes.
Cayuga	18	5	13	2 50	80	11	.....	1	0	.....
Chautauque	10	7	3	2 50	20	10	Yes,	1	0	No.
Chemung	10	1	9	2 50	50	12	No,	1	0	No.
Chenango	4	2	2	2 50	75	3	Yes,	1	0	No.
Clinton	11	3	8	2 50	90	6	.....	1	0	No.
Columbia	7	4	3	2 25	68	10	No,	2	0	No.
Cortland	1	1	0	2 00	67	2	Yes,	.....	0	No.
Delaware	1	0	1	2 50	50	2	.....	2	1	No.
Dutchess	20	6	14	2 25	70	14	No,	2	2	No.
Erie	30	6	24	2 00	68	20	No,	1	27	Yes.
Essex	3	3	0	2 50	68	2	.....	2	2	No.
Franklin	2	0	2	2 25	90	5	Yes,	.....	0	No.
Fulton	3	2	1	2 75	50	6	Yes,	1	1	Yes.
Genesee	5	2	3	2 00	34	5	Yes,	1	0	No.
Greene	15	14	1	2 50	68	10	Yes,	6	11	No.
Herkimer	5	3	2	2 75	70	6	Yes,	4	1	No.
Hamilton*										
Jefferson	5	3	2	2 00	80	5	.....	1	2	Yes.
Kings	100	25	75	2 10	75	80	Yes,	2	26	Yes.
Lewis	2	2	0	2 15	20	2	No,	2	0	No.
Livingston	2	1	1	2 75	90	6	Yes,	2	0	No.
Madison	3	2	1	2 50	68	5	.....	0	0	No.

Monroe	24	6	18	1 25	75	21	Yes,	.....	0	Yes.
Montgomery	5	5	0	2 75	80	10	Yes,	3	0	No.
New York	28	14	14	.....	.....	18	Yes,	17	0	No.
Niagara	28	7	22	2 00	100	27	.....	1	29	Yes.
Oneida	16	6	10	.....	75	.....	No,	1	0	No.
Onondaga	23	6	17	.....	90	20	Yes,	1	23	Yes.
Ontario	24	11	13	2 25	68	20	Yes,	1	0	No.
Orange	11	2	9	.....	100	.....	No,	2	0	No.
Orleans	5	1	4	2 50	80	8	Yes,	1	0	No.
Oswego	25	5	20	2 25	75	25	No,	6	0	No.
Otsego	6	6	0	3 00	34	8	No,	4	0	No.
Putnam	.....	.....	.....	3 00	90	.....	.....	.....	0	No.
Queens	15	10	5	2 37½	75	25	Yes,	4	0	Yes.
Rensselaer	24	6	18	2 25	60	25	Yes,	.....	0	Yes.
Richmond	5	0	5	3 00	90	12	No,	3	2	No.
Rockland	7	5	2	2 25	30	6	Yes,	2	7	No.
Saratoga	14	12	2	2 25	80	12	Yes,	6	11	Yes.
Schenectady	0	0	0	2 25	68	3	No,	0	0	Yes.
Schoharie	0	0	0	2 50	68	10	Yes,	5	0	No.
Schuyler†	0	0	0							
Seneca	4	2	2	2 37½	95	10	Yes,	2	1	No.
Steuben	6	5	1	2 75	68	8	Yes,	2	0	No.
St. Lawrence	14	1	13	3 00	90	12	.....	3	0	No.
Suffolk	4	4	0	1 50	95	5	Yes,	3	0	Yes.
Sullivan	3	3	0	2 50	68	3	No,	1	0	No.
Tioga	4	1	3	2 75	50	6	Yes,	1	0	No.
Tompkins	8	5	3	2 25	90	.....	.....	1	0	No.
Ulster	9	5	4	2 50	50	21	Yes,	1	0	Yes.
Warren	2	2	0	2 50	50	2	.....	2	0	No.
Washington	4	1	3	2 50	75	10	.....	6	4	No.
Wayne	11	4	7	2 00	90	14	Yes,	.....	0	No.
Westchester	17	5	12	2 75	40	15	Yes,	3	17	No.
Wyoming	2	2	0	3 00	80	4	Yes,	2	0	Yes.
Yates	6	6	0	3 00	100	4	.....	1	0	No.
Fulton Village	.....	0	0	2 25	75	3	.....	2	0	No.
Newburgh	12	6	6	.....	.....	.....	.....	15	.....	No.
	678	245	413	$2 26		669	32		178	15

*Not occupied. †Jail not completed.

TABLE C.

Showing the number of inmates in county and city alms houses in the State, the native and foreign born, children under 16 years of age, births and deaths the past year, lunatics, idiots, inmates in workhouses, in penitentiaries, in jails and city prisons, in houses of refuge, and the whole number in jails and other places of confinement; also, the whole number of lunatics in county houses and asylums.

	Number inmates in county almshouse.	Native born.	Foreign born.	Children under 16 years of age.	Births past year.	Deaths past year.	Lunatics.	Idiots.	Inmates in workhouses.	In penitentiaries.	In jails and city prisons.	In houses of refuge.	Total in jails, penitentiaries and house of refuge.
In county poorhouses	4,956	2,286	2,670	1,307	292	770	837	273	.....	.....	678	.....	.....
New York almshouse (proper)	1,220	305	915	1,500	328	257	597	135	357	809	333	.....	.....
Kings county almshouse	1,365	495	870	424	142	342	205	9	.....	153	.....	.....	.....
Syracuse city almshouse and workhouses	40	20	20	8	1	6	3	3	.....	.....	.....	.....	.....
Newburgh almshouse	38	10	28	16	3	10	2	4	.....	.....	.....	.....	.....
Bloomingdale asylum, N. Y.	.....	.....	.....	.....	.....	.....	142	.....	.....	.....	.....	.....	.....
State asylum, Utica	.....	.....	.....	.....	.....	.....	461	.....	.....	.....	.....	.....	.....
Ward's Island	.....	.....	.....	.....	.....	.....	74	.....	.....	.....	.....	.....	.....
Marshall infirmary, Troy	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....
Seamen's Fund and Retreat	.....	.....	.....	.....	.....	.....	9	.....	.....	.....	.....	.....	.....
Oswego county jail	.....	.....	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....
State asylum for idiots	.....	.....	.....	.....	.....	.....	.....	104	144	.....	.....	.....	.....
Monroe county workhouse	.....	.....	.....	.....	.....	.....	.....	.....	177	.....	.....	.....	.....
Erie county workhouse	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Albany penitentiary	.....	.....	.....	.....	.....	.....	.....	.....	.....	250	.....	.....	.....
New-York house of refuge	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	462	.....
Western house of refuge, Rochester	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	320	.....
Totals	7,619	3,116	4,503	3,255	766	1,385	2,332	528	858	1,212	1,011	782	3,863

NOTE.—These tables do not include the number of lunatics in private asylums, or those placed or kept in private families.

(17.)

NOTE A.—(Page 3.)

It is well ascertained that the average amount exhaled from the lungs and skin of a healthy adult in twenty-four hours is 40 oz., and of this quantity about 10 dwt. consists of animal matter. With these data it is easy to calculate the amount of effete matter eliminated from the pulmonary and cutaneous surfaces of the number of inmates usually crowded together in one of the sleeping apartments in county poor houses; and supposing this to be but forty, and it is frequently above that number, it will be found that it amounts to 133 lbs in a single day; by these estimates a judgment may be formed of the degree of liability to disease, originating in crowded habitations; the effect of it upon the healthy and its certain effect upon the invalid.

NOTE B.—(Page 3.)

There is no classification in our poor houses.

"The poor of all classes and colors, all ages and habits, partake of a common fare, a common table, and a common dormitory. The poor widow who has occupied a respectable position in society, and who has been accustomed to the decencies and amenities of polished, intelligent and Christian society, but in consequence of pecuniary misfortune in her declining years, is compelled to resort to the poor house, finds herself seated at the table with a negro wench on one side of her, and a filthy prostitute on the other. She sleeps in the same room with the degraded and the outcast, and is compelled the whole day to associate on equal terms, and to listen to the obscene and disgusting language of creatures who are utterly revolting to her feelings. Such a woman undergoes a daily martyrdom. To call such relief a public *charity*, is a misnomer and a satire." (Senate documents 1855, No. 72.)

NOTE C.—(Page 5.)

"In the year 1831, the total number of persons relieved and supported at the public cost in the State of New-York, was 15,564; in the year 1841, the number was 61,203; in 1851, the number was 125,473; and, in 1852, it amounted to 151,399.

The numerical increase of paupers during the ten years between 1831 and 1841 was, 45,639; or in other words, pauperism had increased 293 per cent., or still in other words, there were nearly four paupers in 1841, where there was only one in 1831. The numerical increase of paupers from 1841 to 1851, was 64,270, or 105 per cent. There were two paupers in 1851 where there was only one in 1841. If we compare the number of persons relieved and supported in 1851, directly with those relieved and supported in 1831, we shall see that during the period of twenty years, the numerical increase was 109,909. The increase per cent was 706; or, rather, more than eight paupers in 1851 for one in 1831." (Senate documents 1855, No. 72.)

NOTE D.—(Page 7.)

"In many cases the teacher is a pauper, whose temper is soured and whose intellect is debased, and who spends the school hours in tormenting, rather than teaching his pupils." (Senate documents 1855, No. 72.)

NOTE E.—(Page 8.)

"I have found many children bound out by the superintendents who never received an hour's education during their apprenticeship, and who, at the age of twenty-one were cast loose on the world no better than the heathen. How can children brought up in this way be expected to become anything else than criminals or paupers, and fathers and mothers of criminals and paupers? They have no ambition to acquire property, and if they had, they have no means to acquire it. They cannot enter into trade, because in order to do this with any success they must be able to read, write and cypher, and this they cannot do.

Efficient rules should be adopted to guard against abuses in the apprenticeship of pauper children. Full enquiries should be made as to the character of the proposed master, and the answer should be made a matter of record. The parents or friends of the apprentice should be cited to attend, and their objections, if any, should be recorded and carefully weighed. The master should not be allowed to remove the apprentice from the town where he was originally bound without the consent in writing of the superintendents. The indentures should fully declare the duties of the master and provide for a proper amount of schooling and the provision of the necessary school books." (Senate documents, 1855, No. 72.)

NOTE F.—(Page 19.)

"The custody of the prisoners in the county jail should be taken from the sheriff and transferred, together with the appointment of the jailor and the police of the jail, to the county superintendents of the poor." (Senate documents, 1855, No. 72.)

NOTE G.—(Page 19.)

"We shall understand by the word *county prison*, a building in which are kept persons of every age and of each sex and color, of every rank, fortune, education and character, some of whom are charged with no offence but are held to secure their appearance as witnesses, others of whom are charged with offences of various grades, but some of these are innocent and will so appear on trial, some are guilty and will be punished; others of whom are already convicted of trivial offences and are subjected to only a few weeks or months of detention. In this diversity of classes some will be found whose habits are orderly and industrious, others who are idle and vagrant; some whose education has been moral and whose tastes are refined, others who are rude, coarse, filthy and ignorant; some whose language and deportment are chaste and decorous, others whose utterance and gesture are

profane and obscene; some whose commitment, although legal and upon a true charge, implies only a momentary excess of anger or perhaps a too zealous defence of a friend, others who are old residents of prisons, and have led only a criminal life; some who are young and have been unexpectedly pressed by a temptation against which their very arrest may be a sufficient security for the future, others who are practiced corrupters of youth and seek every advantage of the inexperienced; some who are willing to be taught the mysteries of robber-craft, others who are expert and anxious to communicate the vicious devices of roguery." (Remarks on Penal System of Pennsylvania by William Parker Foulke.)

NOTE H.—(Page 23.)

"Whereas it has long been the policy of this government to combine the separation of convicts one from another with instruction and suitable manual labor as the best means of discipline and reformation: and whereas, it is necessary to the equality of penal justice, that the administration of the county prisons shall be uniform, as has been heretofore declared; therefore be it enacted, &c., That every county prison which shall be hereafter erected within this commonwealth, shall be so constructed that every person committed thereto, whether upon conviction or otherwise, may be confined separate and apart from every other person committed thereto, due regard being had in the plan of construction to the health of the persons to be so confined; and that before any county prison shall be erected in this commonwealth, the plan of construction of such prison, drawn sufficiently in detail for the clear comprehension thereof, shall be submitted by the commissioners of the county in which the same is to be built to the secretary of the commonwealth, and shall be inspected and approved by him and so certified by him upon the plan, a copy of which shall be furnished by the commissioners aforesaid at the time of their submitting the original as aforesaid, and shall be

signed by the said secretary and be filed and remain in his office." (Act of April 8, 1851, Pamphlet laws of Pennsylvania, p. 353.)

NOTE I.—(Page 23.)

"We have seen that the most of the evils complained of have arisen either from a want of the proper powers conferred on poor law officers, from mal-administration of those powers, from ignorance of the principles on which their powers should be exercised, and which ignorance arises, not from negligence on their part, but from neglect of the State to investigate and ascertain the facts necessary to be known, from the want of an intelligent central supervision, from the want of a uniform and reliable system of accounts, by frequent changes of officers, by which the whole body of poor law officers are continually learning their business, and as soon as it is learned, they are discharged and others taken as apprentices. What we want then is, to frame a body of poor laws, which shall obviate these and all other difficulties and introduce such other positive improvements as shall provide for the *comfortable* maintenance of the virtuous and unfortunate poor—for the employment of the idle, and lazy, and shiftless poor—for the rapid and efficient cure of the sick and disabled poor—for the education and industrious training of poor children, and for aiding and encouraging industry among the poor who are not as yet the subjects of public charity. In other words, we wish the government to imitate the dealings of Divine Providence, and act as its agent in relation to the poor of the land. To accomplish this purpose a uniform, coherent and intelligible system must be devised. It must be a whole—complete in all its parts—each member working in entire harmony with all the others, to produce a definite and forseen result. No patching of our present poor laws will answer this purpose. We must begin at the beginning, and with a comprehensive and intelligent grasp of all the details of the question, enact a complete code which shall accomplish the desired result." (Senate document No. 72, 1855.)

(18.)

EXTRACT

From Revised Statutes, part 4, chap. 3, title 1, Article 1, 4th edition.

SEC. 2. Each county prison shall contain,

1. A sufficient number of rooms for the confinement of persons committed on criminal process and detained for trial separately and distinct from prisoners under sentence.

2. A sufficient number of rooms for the confinement of prisoners under sentence.

3. A sufficient number of rooms for the separate confinement of persons committed on civil process, for contempt, or as witnesses.

SEC. 4. Prisoners committed on criminal process, and detained for trial, and persons committed for contempt, or upon civil process, shall be kept in rooms separate and distinct from those in which persons convicted and under sentence shall be confined; and on no pretence whatever shall prisoners detained for trial, or persons committed for contempt, or upon civil process, be kept or put in the same room with convicts under sentence.

SEC. 5. Male and female prisoners (except husband and wife,) shall not be kept or put in the same room.

SEC. 13. It shall be the duty of the keeper of each county prison to provide a Bible for each room in the prison, to be kept therein, and he shall if practicable cause divine service to be performed for the benefit of the prisoners at least once each Sunday, provided there shall be a room in the prison that can be safely used for that purpose.

CONTENTS TO APPENDIX.

1. County Poor Houses (alphabetically arranged by counties)..... 823
2. Orphan Asylums and Homes for the Friendless..... 900
3. Lunatic Asylums 917
4. Institution for the Instruction of the Deaf and Dumb..... 922
5. Institution for the Blind..... 926
6. Hospitals 927
7. Dispensaries 949
8. Eye Infirmary 954
9. House of Refuge 956
10. Alms Houses (including the New-York Alms House Department and its several institutions)..... 962
11. Jails (alphabetically arranged by counties)..... 972
12. Penitentiaries 1003
13. Work Houses 1005
14. Table A, showing the number in each County Poor House..... 1010
15. Table B, showing the number in each County Jail..... 1014
16. Table C, showing the whole number in confinement in Houses of Refuge, Jails, Penitentiaries, Work Houses, and also the number of Lunatics in County Houses and in Asylums..... 1016
17. Notes A to I..... 1017
18. Extract from Revised Statutes..... 1022

APPENDIX I.

OURTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION

PREFACE

The Fourth New York State Conference of Charities and Correction was held in Buffalo, November 17, 18, 19 and 20, 1903, the President being Thomas M. Mulry, President of the Particular Council, Society of St. Vincent de Paul, of New York City.

There was a large attendance, with a registration of 470 delegates.

The Fifth Conference is to be held in Syracuse, November 15, 16 and 17, 1904, under the presidency of Robert W. Hebberd, Secretary of the State Board of Charities, Albany.

In order to issue this volume promptly, nearly all the papers and addresses were printed from advance copy before the Conference assembled. Through the kind aid and prompt work of the printers, the report of the Conference was ready for distribution December 20, 1903.

165 Swan Street, Buffalo, *December,* 1903.

TABLE OF CONTENTS

PAGE

Portrait of President Mulry ..... *Frontispiece*
Preface iii
Table of Contents v
Organization and Officers of the Conference vii

FIRST SESSION:
Prayer by Rev. S. V. V. Holmes, D. D.
Addresses by
Dr. Walter D. Greene 3
Rt. Rev. Charles H. Colton, D. D 5
Hon. T. Guilford Smith 10
Thomas M. Mulry, President of the Conference 13
Reception by Twentieth Century Club 18

SECOND SESSION:
Subject, Treatment of the Criminal:
Report of the Committee, by Dr. Frank W. Robertson, Chairman 19
Juvenile Offenders, by Hon. Thomas W. Hynes 25
Discussion, led by Hon. George McLaughlin 31
The Need of a Reformatory for Misdemeanants over eighteen years of age, by Hon. Julius Mayer 41
Discussion, led by Rev. S. J. Barrows 47

THIRD SESSION:
Subject, The Care and Relief of Needy Families in their Homes:
Report of the Committee, by Mr. Nathan Bijur, Chairman 55
Moral Safeguards to Material Relief, by Rev. D. J. McMahon, D. D 73
Discussion, led by Miss Marion I. Moore 83
Economic Aspects of Material Relief, by Edward T. Devine, Ph. D 86
Discussion, led by Rabbi Israel Aaron, D. D 93

FOURTH SESSION:
Subject, Defective, Dependent, Delinquent and Neglected Children:
Report of the Committee, by Rev. Wm J. White, D. D., Chairman 102
Delinquent Parents, by Dr. Wm. O. Stillman 108
Discussion, led by Mr. George R. Brown 118
Supervision of Children in Foster Homes, by Mr. Francis H. White 126
Discussion, led by Rev. Nelson H. Baker 137

FIFTH SESSION: PAGE

Subject, Politics in Penal and Charitable Institutions:

Report of the Committee, by Mr. Joseph T. Alling, Chairman... 142

The Blight of Politics, by Hon. Thomas M. Osborne,..... 150

Discussion, led by Mr. Henry W. Sprague..... 157

Civil Service Reform in its Practical Workings, by Mr. Ansley Wilcox..... 164

Discussion, led by Hon. Homer Folks 174

SIXTH SESSION:

Subject, The Mentally Defective:

Report of the Committee, by Dr. Arthur W. Hurd, Chairman.. 186

The Institution Care of the Feeble-minded, by Dr. Robert Mason..... 195

Discussion, led by Dr. Charles Bernstein..... 201

The Proposed Pavilions for the Tuberculous Insane, by Hon. Frederic Peterson, M. D..... 209

Tent Life for the Tuberculous and other Insane, by Dr. A. E. Macdonald..... 212

Discussion, led by Dr. John H. Pryor..... 216

Reception by Women's Educational and Industrial Union..... 217

SEVENTH SESSION:

Subject, Preventive Social Work:

Report of the Committee, by Mr. J. G. Phelps Stokes, Chairman. 221

The Making of Americans, by David Blaustein..... 231

Discussion, led by Mr. Mornay Williams..... 239

The Playground Movement, by Mr. Melvin P. Porter..... 245

Discussion, led by Miss Lilian Brandt..... 255

EIGHTH SESSION:

Subject, The Institutional Care of Destitute Adults:

Report of the Committee, by Dr. Robert W. Hill, Chairman.... 261

Employment for Inmates of Charitable Institutions, by Mr. Clarence V. Lodge..... 269

Discussion, led by Rev. Herbert C. Hinds, D. D..... 274

Sanitation and Hygiene in Public Institutions, by Dr. F. Park Lewis..... 282

Discussion, led by Dr. Eugene H. Howard..... 293

Excursion to Niagara Falls.....

Report of Committee on Resolutions..... 218

Constitution and by-laws..... 298

List of delegates and members..... 303

Organization of Conference of 1904..... 317

Index..... 321

ORGANIZATION OF THE CONFERENCE

OFFICERS OF THE CONFERENCE.

PRESIDENT.

THOMAS M. MULRY, New York.

VICE-PRESIDENTS.

RT. REV. WILLIAM C. DOANE, D. D., Albany.
LEE K. FRANKEL, PH. D., New York.
REV. S. V. V. HOLMES, D. D., Buffalo.

SECRETARY.

FREDERIC ALMY, Buffalo.

ASSISTANT SECRETARIES.

PAUL U. KELLOGG, New York.
ROBERT W. POMEROY, Buffalo.
CHARLES CAULEY, Rochester.

TREASURER.

FRANK TUCKER, New York.

EXECUTIVE COMMITTEE.

Chairman, THOMAS M. MULRY (President of the Conference), New York.

Hon. William P. Letchworth, Portage.
Hon. Robert W. de Forest, New York.
Hon. William R. Stewart, New York.
Frederic Almy, Buffalo.
Edmond J. Butler, New York.
Robert W. Hebberd, Albany.
Hon. George A. Lewis, Buffalo.
Frank Tucker, New York.

COMMITTEE ON CARE AND RELIEF OF NEEDY FAMILIES IN THEIR HOMES.

Chairman, Nathan Bijur, New York.

Richard C. Baker, New York.
Henry D. Burrill, Syracuse.
Caryl Coleman, Pelham Manor.
Mrs. Oscar Craig, Rochester.
Miss Elizabeth Cronyn, Buffalo.
Edward T. Devine, New York.
Mrs. L. F. Ford, New York.
Prof. J. H. Hamilton, Syracuse.
Alexander McKinney, Brooklyn.
Rev. D. J. McMahon, D. D., New York.
Josiah G. Munro, Buffalo.
Rev. William I. Nichols, Brooklyn.
Miss Mary E. Remington, Buffalo.
Mrs. Amelia Rosenberg, Rochester.
Arthur H. Williams, Buffalo.

COMMITTEE ON DEPENDENT, NEGLECTED, DELINQUENT AND DEFECTIVE CHILDREN.

Chairman, Rev. William J. White, D. D., Brooklyn.

Rev. Nelson H. Baker, West Seneca.
Mrs. Bernard Bartow, Buffalo.
David Maurice Bressler, New York.
George R. Brown, Yonkers.
Prof. Olin H. Burrit, Batavia.
Rt. Rev. Thomas A. Hendrick, LL. D., Rochester.
Charles D. Hillis, New York.
Henry R. Howland, Buffalo.
Mrs. Gertrude W. Knight, Syracuse.
Miss Maria M. Love, Buffalo.
Hon. Dennis McCarthy, Syracuse.
Hon. Thomas M. Osborne, Auburn.
William O. Stillman, M. D., Albany.
Willis L. Weeden, Rochester.
Francis H. White, Brooklyn.

COMMITTEE ON THE MENTALLY DEFECTIVE.

Chairman, Dr. A. W. Hurd, Buffalo.

Pearce Bailey, M. D., New York.
James C. Carson, M. D., Syracuse.
Rev. J. H. Conroy, Ogdensburg.
Oliver M. Dewing, M. D., King's Park.
William Mabon, M. D., New York.
A. E. Macdonald, M. D., New York.
Andrew MacFarlane, M. D., Albany.
Rev. J. A. Maley, Sonyea.
Hon. Charles McLouth, Palmyra.
J. Montgomery Mosher, M. D., Albany.
William Church Osborn, New York.
Miss Louisa Lee Schuyler, New York.
William P. Spratling, M. D., Sonyea.
Hon. Stephen Smith, M. D., New York.
Hon. Enoch V. Stoddard, M. D., Rochester.

COMMITTEE ON INSTITUTIONAL CARE OF DESTITUTE ADULTS.

Chairman, Dr. Robert W. Hill, Albany.

Mrs. Tunis G. Bergen, Brooklyn.
Mrs. Laura B. Clark, Oxford.
John F. FitzGerald, M. D., Brooklyn
D. C. Grunder, Angelica.
John J. Kirkpatrick, Patchogue.
Edward B. Long, White Plains.
Edwin F. Merwin, New York.
Miss Kate Putnam, Buffalo.
Hon. Simon W. Rosendale, Albany.
Robert Roberts, New York.
Henry N. Schlick, Rochester.
George B. Smith, Delhi.
Miss Margaret D. Stebbins, Cazenovia.
Hon. William H. Storrs, Albany.
Hon. Charles E. Teale, Brooklyn.

COMMITTEE ON TREATMENT OF THE CRIMINAL.

Chairman, Dr. Frank W. Robertson, Elmira.

Rev. Samuel J. Barrows, New York.
Rev. Frederic C. Brown, Buffalo.
Hortense V. Bruce, M. D., Hudson.
Mrs. John Davenport, Bath.
Miss Katharine Bement Davis, Bedford.
Mrs. August Falker, Syracuse.
Hon. William H. Gratwick, Buffalo.
Hon. Thomas W. Hynes, Brooklyn.
Rev. Samuel M. Jackson, New York.
Mrs. Charles R. Lowell, New York.
Hon. George McLaughlin, Monticello.
W. W. Mayo, Canaan Four Corners.
Rev. Thomas J. Mulvey, Brooklyn.
Hon. Thomas Murphy, Buffalo.
Thomas Wilson, M. D., Hudson.

PREVENTIVE SOCIAL WORK.

Chairman, J. G. Phelps Stokes, New York.

Thomas Cary, Buffalo.
Mrs. Charles E. Crouse, Syracuse.
Rev. Thomas J. Cullen, New York.
Mrs. Henry G. Danforth, Rochester.
Mrs. Joseph J. O'Donohue, New York.
Very Rev. Thomas F. Hickey, Rochester.
Robert Hunter, New York.
Redmond Keating, New York.
Mrs. Max Landsberg, Jewish Orphan Asylum, Rochester.
John Martin, New York.
H. Shumway Lee, Buffalo.
Melvin P. Porter, Buffalo.
John J. Pulleyn, New York.
Rev. Dr. V. V. Raymond, Schenectady.
Miss Sarah L. Truscott, Buffalo.

COMMITTEE ON POLITICS IN PENAL AND CHARITABLE INSTITUTIONS.

Chairman, Joseph T. Alling, Rochester.

Rabbi Israel Aaron, Buffalo.
Frederic Almy, Buffalo.
John J. Barry, New York.
Herbert S. Brown, New York.
William B. Buck, Albany.
George F. Canfield, New York.
Major John Crane, New York.
William A. Douglas, Buffalo.
George E. Dunham, Utica.
Mrs. Frederic R. Hazard, Syracuse.
Daniel B. Murphy, Rochester.
Rev. D. C. Potter, Brooklyn.
Col. William G. Rice, Albany.
William Burnett Wright, Jr., Buffalo.

COMMITTEE ON GENERAL TOPICS.

The Executive Committee.

LOCAL RECEPTION COMMITTEE.

Chairman, T. Guilford Smith.

Treasurer, W. H. Gratwick.

Secretary, Chauncey J. Hamlin.

Mrs. J. J. Albright.
Mrs. Julius Altman.
Mrs. Bernard Bartow.
Mrs. Charles Cary.
Mrs. S. M. Clement.
Mrs. A. J. Elias.
Mrs. H. St. Clair Denny.
Dr. Adèle Gleason.
Mrs. John C. Glenny.
Miss Love.
Mrs. J. J. McWilliams.
Mrs. John G. Milburn.
Mrs. James Mooney.
Mrs. Porter Norton.
Mrs. George A. Plimpton.
Mrs. G. W. Townsend.
Miss Truscott.
Miss Martha T. Williams.
Mrs. A. P. Wright.
Rev. Israel Aaron.
J. N. Adam.
R. B. Adam.
Thomas C. Burke.
Thomas Cary.
Rt. Rev. Chas. H. Colton.
Jesse C. Dann.
James H. Dormer.
William A. Douglas.
Henry P. Emerson.
Rt. Rev. Chas. H. Fowler.
W. H. Glenny.
F. H. Goodyear.
Frederick C. Gratwick.
Arthur E. Hedstrom.
William Hengerer.
Henry R. Howland.
Rev. F. A. Kähler.
J. N. Larned.
J. H. Lascelles.
F. C. M. Lautz.
H. Shumway Lee.
Dr. Wm. P. Letchworth.
O. P. Letchworth.
Lafayette L. Long.
George E. Matthews.
Josiah G. Munro.
Maurice B. Patch.
Robert W. Pomeroy.
Dr. John H. Pryor.
Harvey W. Putnam.
Ottomar Reinecke.
Henry A. Richmond.
Wm. A. Rogers.
George P. Sawyer.
Dr. Chauncey P. Smith.
Seth S. Spencer, Jr.
Carleton Sprague.
Dorr Viele.
Rt. Rev. Wm. D. Walker.
Ansley Wilcox.

THE FOURTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

FIRST SESSION.

Tuesday, November 17, 1903.

The Fourth New York State Conference of Charities and Correction met in the hall of the Twentieth Century Club, Buffalo, at 8 p. m. Tuesday, November 17, 1903.

The meeting was opened with prayer by the Rev. Samuel Van Vranken Holmes, D. D., of Buffalo.

PRAYER.

Almighty God, our Heavenly Father, who art of infinite majesty and mercy, we invoke Thy presence here this night, and we pray for Thy blessing upon all the deliberations of this week.

We are Thy children, and, because we own one common Father, we are all brethren one with another. Help us to rejoice in that brotherhood and to magnify our common heritage; as sons of God we would serve in our Father's house, striving to bring peace and strength and hope to all men. Suffer not our councils to be divided and our energies wasted through unholy strife or vainglorying. Give unto us, each one, the larger view of God and of good and of duty.

We pray Thee that the influence of our Conference may be felt throughout this Commonwealth. May we come to clearer understanding of the great tasks committed unto us; may we return to their performance with unabated zeal but with surer wisdom, and may we carry light and inspiration to all who are helpers in the kingdom of love and righteousness.

O Thou who art love and dwellest in love, teach us herein to be followers of Thee as dear children. Never may we shut our hearts against the sorrows of even the unthankful and the evil. Make us organs of Thy tender mercy, to soothe the wretched, to lift the penitent, to seek and to save the lost till all shall at

length know themselves Thy children and be one with each other and with Thee. Amen.

THE SECRETARY: Ladies and Gentlemen.—As Secretary of the Conference it is my duty to read the following letter received from Mr. Thomas M. Mulry, the President of the Conference, who is at present in a hospital in New York city:

NEW YORK, *November* 16, 1903.

Mr. FREDERIC ALMY, *Secretary Fourth State Conference Charities and Correction*, 165 *Swan Street, Buffalo, N. Y.:*

My Dear Mr. Almy.—I had hoped that my physical condition would be improved sufficiently to admit of my attending the State Conference at Buffalo, but I find that the doctors will not permit me to leave the hospital for another week or two. I assure you it is one of the greatest disappointments I have met with to have to ask to be excused. I hope that the Conference will be a success, and that the members will understand the fact that my absence is not due to any lack of interest in the work, but to circumstances over which I have no control.

Wishing you every success, and hoping that this will be the most successful of all the Conferences, I remain,

Yours sincerely,

THOMAS M. MULRY.

In the absence of Mr. Mulry, our President, the Executive Committee have asked Dr. Holmes, who is the only Vice-President of the Conference as yet in the city, to preside this evening.

Mr. STEWART: Mr. Chairman, before proceeding with the regular program for this evening, we should give expression to our sincere regret that a serious illness prevents Mr. Thomas M. Mulry, the President of this Conference, from performing the duties of his office. It is reassuring to know that Mr. Mulry's convalescence has begun, and that he may be expected within a few weeks to resume his usual activities. We are sorry that Mr. Mulry is not with us, but we rejoice that a life so precious to his family, so dear to a wide circle of friends and so helpful to the poor, the sick and unfortunate of the city of New York is to be prolonged.

The wisdom of the selection by the last Conference of our Vice-*Presidents* will be proven by their discharge of the responsibili-

ties devolved upon them by the unavoidable absence of our President.

I move you, Mr. Chairman, that the Secretary of this Conference be requested to convey our regrets to Mr. Mulry that he cannot be with us; to assure him of the sympathetic interest we take in his restoration to health, and of our rejoicing that a life so valuable to his family, his friends and the many charitable agencies with which he is connected is to be spared.

Hon. GEORGE A. LEWIS: I second the motion, Mr. Chairman. (Carried.)

(A song followed, by Mr. William G. Armstrong of Buffalo.)

Vice-President HOLMES: We hoped to have with us this evening the Mayor of Buffalo, Hon. Erastus C. Knight, to give an official welcome to the delegates of this Conference. Mayor Knight informed us at the last moment that he was to be prevented from coming here through absence from the city, and I take very great pleasure in presenting in Mayor Knight's place Dr. Walter D. Greene, the head of our Health Department, who will proffer to the members of this Conference the official greetings of the city of Buffalo.

Dr. GREENE: Mr. Chairman, Ladies and Gentlemen.—It would perhaps be the proper thing for me to read a letter which I received from His Honor the Mayor, yesterday:

Dear Sir.—I have been invited by the New York State Conference of Charities and Correction to be present at the opening exercises at the Twentieth Century Club Hall on Tuesday evening, November 17th, for the purpose of addressing a few words of welcome to the visiting delegates. I find it impossible, owing to another engagement, to attend the opening of the Conference, and I write to ask you to attend the Conference as the representative of the Mayor, and extend to all the visiting delegates a most hearty and cordial welcome to our city. Will you kindly assure the visitors that the citizens of Buffalo are most pleased to have them with us, and trust that the meeting will result in both pleasure and profit to all. I should be pleased also to have you assure the members of the Conference of my regret at being unable to be present and personally welcome them.

ERASTUS C. KNIGHT, Mayor.

When I first learned that the Mayor would be unable to be present, a gentleman friend of mine said that if there was only the Mayor to be here this evening it reminded him of a party going to the theater expecting to see an actor of a certain degree, and while they were impatient at his non-appearance, they were all willing to have compassion on the understudy; and he also said that he thought they might not have been criticized if they put on their hats and went home. However, you have the rest of the program, I believe, to be carried out fully, and I simply wish to say to you that I regret exceedingly the inability of the Mayor to be present, and as his representative I assure you that the citizens of Buffalo are to be congratulated on the honor which you have conferred upon them by deigning to meet with us at this place and this time.

The city of Buffalo is becoming a great convention city. Many conventions are held here during the year, but I will venture to say that none of them are so devoid of all self-interest as the one that you have the honor to represent. I take it to be an honor indeed to be engaged in a work which aids and advises the poor and the helpless, without pauperizing them, and which also takes care of the criminal, who, through depraved habits, and perhaps more than all through bad heredity, is an unsafe person to be at large; and in this great work, made more noble by your efforts to ennoble others, you have the sympathy and the help of all right thinking and right living people; and more especially is this true, I believe, in the city of Buffalo, where that sentiment excels to a great degree.

Buffalo extends to you a cordial, fraternal greeting, and it ventures to hope that your meeting here may be pleasurable as well as profitable, and that when you depart you may take with you many pleasant reminiscences, and also the belief that in your plans for the future for the upbuilding and benefiting of humanity you will always have with you the best wishes of the good citizens of the city of Buffalo.

Vice-President HOLMES: We have on the platform this evening a gentleman who has only recently come to our city. It was last

July or August, I think, that Buffalo recruited him to the ranks of her citizenship from the city of New York. I suspect that some of you who are here to-night know the gentleman to whom I refer, and knew him personally in the splendid work which he did in the city of New York during so many years. This gentleman has been in Buffalo but a few months, but he has won his way into the hearts of the citizens of Buffalo. We have come to honor and love him as a man; we have come to admire and respect him in his ecclesiastical relationship and in his official duties, and we feel that the Charity Organization Society of Buffalo and all the philanthropic interests of our city have gained a strong champion and a warm friend in the gentleman whom I am to present to you.

Permit me to introduce my neighbor, and I trust I may say my friend, the Right Reverend Charles H. Colton, Bishop of Buffalo. (Applause.)

ADDRESS BY THE RT. REV. CHARLES H. COLTON.

Mr. Chairman.—I thank you very much for your cordial reception of me, a stranger as I am to most of you, and I trust that the words of the reverend chairman will be realized some day, perhaps, in my dwelling among you to be found of some help in the work of philanthropy and charity for which this city is eminent, and of which you, my dear friends, Buffalonians here, as likewise this whole assembly, are champions.

I have been asked to make some words of address at this meeting of the Conference of Charities and Correction of the State of New York. In thinking over this subject, my dear friends, I have concluded, as I think you will all conclude, that charity has its foundation in religion. While we know that a feeling of brotherly interest and a strong sense of humanity will animate men to great deeds, yet when the motive is supernatural and when there is religion to prompt and urge action then we feel that the works that we will do for one another are not bounded by any limit in their aspirations or checked by any bounds in their endeavors. It is religion, my dear friends, that is surely the great

prop to charity, that religion that was exemplified by the Savior of the world, who gave up His life to save mankind, and it is this selfsame spirit that He would have us Christians follow and copy in ourselves; to be filled with the spirit of sacrifice, to carry out in our own way as far as we can that which He himself did, namely, to fulfill the word of the Father in Heaven; and that will, as we know, has been expressed in the words "the love of God and the love of our neighbor;" and so in this love of our neighbor we find charity as the practical proof of it, and hence charity is with Christians one of, if not the greatest of all virtues. In this regard, in our thinking of God and His distinctive qualifications, we sum them all up in one thought—His love, His goodness. In one word, God is love; God is charity. Now our Divine Lord gave us in His own life the example that we are to copy; He told us to come and follow Him and to copy Him in all that He did; and so we see Him going about doing good; and this is what we who call ourselves His followers are to endeavor to do according to the best of our powers—to do good, to do all the good we can. This is the spirit that has animated noble souls in every age from that time to this to labor for their fellow men. It is this that has produced the orphanages, the asylums, the homes for the foundlings, the homes for the poor. These are all the outcome of that desire to imitate the Master who has bidden us to imitate Him and to come and follow Him. Wonderfully, as we know, has this spirit of charity spread abroad in this world since Christ Himself came upon this earth and sanctified it by His presence; and as time goes on we see this spirit of charity increasing on every side. Witness the numbers of institutions found the world over in this noble cause; and witness, better still, the noble souls that rush to carry out this divine work. Who of us does not recall the great St. Vincent de Paul when we meet in a gathering such as this? Where can there be a meeting of noble men or women organized for the alleviation of the distress of their fellow-beings which does not feel that the spirit of St. Vincent de Paul is hovering over them, and by the recollection of his life of sacrifice on behalf of suffering humanity derive inspiration and incentive

to do what they can in the same noble field? And so we remember that that society which bears the name of the St. Vincent de Paul Society, and which in our Catholic faith is as wide as the faith itself, had for its founder a noble, a learned man, a lawyer by profession, high born in family, and those who associated with him were of the best blood of the land. Again, too, we see how a noble spirit like that of Father Damien can make an exile of himself, and not only an exile but a victim, and become the hero of Molokai by going and living and dying a leper himself among those poor people that he went to comfort and save.

And now, my dear ladies and gentlemen, my dear representatives of charities in this city and State, you are doing a grand and noble work. You are assembled in this city of Buffalo to gain new light and inspiration to further your efforts in your honorable and great labors. You come here to a city renowned for its charities. If I am not mistaken it is here that the first charity organization society of these United States found its birth, or if it be not the first born, certainly we can say that it is one of the first in efficiency. Speaking for my own faith and of the charitable institutions that Catholic zeal and sacrifice have raised here we can proudly say, thanks to our zealous and self-sacrificing predecessors, especially the first Catholic Bishop of this city, Bishop Timon, that there is not a city in all these United States that is better supplied with institutions of charity of every kind than are found here in the city of Buffalo. There are institutions for the orphans, for the foundlings; there are hospitals, several in number; there are homes for the insane, not only the State institution that occupies a prominent part in this city, but likewise a private one, founded long ago by that great first Catholic Bishop of this diocese. There are homes of every kind established through the same means; and I am happy to state that what is exemplified in our own faith is carried out largely by those of every faith in the city, for every church, I am told, has its own distinctive works of charity—the settlement house, the nursery, or such like—that is supported

and carried on by the private subscriptions of the various denominations under which they have been founded.

Let this, my dear friends, suffice for my words upon charity, and let me pass hurriedly to that other subject that has called you together in this city, and that is the subject of correction—Charities and Correction—how happily linked together, and how worthy unitedly of your united efforts! Correction is, if we look into its character, necessarily a part of charity. There can be no true correction unless charity is its motive, for after all what is correction but trying to make people better; and what will prompt us to endeavor to make anybody better, even to make ourselves better, unless it is predicated, first, upon the love of God; then on the love of self, if it be our own particular case; or love of our neighbor in the case of our fellowmen? And so correction must, like charity, be founded again on religion. We remember with regard to charity and correction our Lord made the selfsame speech: "I was hungry," he said, "and you gave me to eat; I was thirsty and you gave me to drink; I was naked and you clothed me; I was a stranger and you took me in; I was sick and you visited me; I was a prisoner and you came to me." And so as we are moved to alleviate the afflictions of the body by motives of charity, founded on the example of our Lord Himself, and on His word, so too by that selfsame word we are urged to do what we can for the poor suffering prisoner. And this is what you are assembled to do, my dear friends. You are striving to do the double duty to take care of the poor, to respect and have respected their poverty, to show contempt, as it should be contemned, for pauperism as such, to protect the poor and help them to get that public or private charity that is provided for them, and to save them by your vigilance from the impostors who would prey upon that charity and take the bread out of the mouth of those who are perishing, almost, we may say, for the want of it.

This is a grand work that you the performing, and you have the praise and the admiration of your fellow-citizens *without* regard to creed or political preferment; and in

addition to this, you do that second work, important in its own way, namely, to strive to do what you can to lift up the erring. In this regard, my dear friends, as members of the Charity Organization you have done a great deal of good, and the greatest good, I think you will admit with me, is that you have forced the prison doors open to the influence of religion; you have made way for the ministers of God to enter the cells of the prisoners, and by sympathy, by exhortation, by counsel, by advice, to get them to reflect, repent, amend, and by resolution to prepare themselves to go forward stronger than when they entered, so that when they go out, back to the world, they may find within themselves the power to resist the temptations that had previously conquered them; and in all this you are doing a grand work, and the blessing of God will be ever attending you. It is God's work, this; it is God's work to help the poor, for we know that God loves the poor. He has said in the Holy Scriptures that to visit the widow and the orphan is true religion. That is the very exemplification of true religion, for religion must find its expression in charity, in doing good for God, who has done good for all. And in all this, my dear friends, you are certainly ensuring for yourselves many blessings both for here and hereafter, as God himself has told us, through the words of His Divine Son, that a cup of cold water given in His name will not go without its reward; and He has said that when we visit the sick, and when we give food to the hungry and drink to the thirsty, and visit the prisoner, that we are doing all this to Him, for He said, "I was in prison and you visited me," and so He makes an appeal even for the prisoner, even for the guilty one, and tells us to forget that man in our thoughts of Him; and in our gratitude for what He did for us let us in charity do what we can for Him. And so this is certainly the Christian rule, this is the Christian lesson, this should ever be the Christian practice, and God, as I say, will bless all such work.

Wherever you go, my dear friends, whether it is to Buffalo you come, or to any other city, you will find kindred spirits working in the same cause as yourselves, glad to give you a welcome,

glad to exchange views with you, glad in any way to help on the good cause that brings you all together; and I would say in conclusion that while you will be doing so much good for others, you will do even greater good for yourselves, for as the poet tells us, "Charity is doubly blessed. It blesses him who gives as well as him who receives." And to conclude, I would use those words so well known to us all, the words of the great Apostle St. Paul, wherein he says: "And now there is faith, hope and charity; these three, and the greatest of these is charity." (Applause.)

Vice-President HOLMES: I am sure you will all share with me in my regret when I announce that Mr. John G. Milburn, who was upon the program, and who hoped to speak here to-night, is not to be with us. An unpreventable professional appointment in New York City arose which made it necessary for him to be absent at this time. He wrote a letter to the Secretary of our Conference, expressing his regret. I saw him last week, and he wished me to express to you here to-night his very sincere and honest regret that he could not be here and greet the delegates to this Conference, and to express his hearty sympathy with the work of this body of people. I am glad, however, that we have yet a speaker or two upon whom we may call. I shall next call upon one who is no stranger to any Buffalonian, and I suspect not a stranger to very many of you who are here to-night as delegates. I call upon Mr. T. Guilford Smith, who is the President of the Buffalo Charity Organization Society, and also the Chairman of the Reception Committee. (Applause.)

Mr. SMITH: Ladies and Gentlemen of the Conference.—I feel quite sure that the warm reception given to this body of ladies and gentlemen would not be entirely complete, at least in my opinion, if words of welcome were wanting from the Charity Organization Society of Buffalo. It gives me great pleasure to be the mouthpiece of that Society, founded here in 1877, and *continuously* supported by the good offices and the contributions

of the citizens of Buffalo. It occurs to me to say of the inspiring motive which prompted the organization of that Society, while there are many men and women in this room who were associated with the very beginnings of the Society, yet we were not all of us aware perhaps how thoroughly we were prompted to do this work by the religious sentiment which the Bishop of Buffalo has alluded to this evening. It is quite true that in order to make this a widespread movement and one which would enlist the sympathy of all people, whether of one creed or of another, it had become necessary, as we found from experience elsewhere, for us to be thoroughly and entirely undenominational—the experience which had been so thoroughly tried in London, and that led to the formation of the London Charity Organization Society, of which I had some knowledge myself in 1872, and which was perhaps the model after which the Buffalo Society was more particularly designed, and which was so thoroughly cosmopolitan and so thoroughly undenominational that when you looked over the official list of its officers you saw it embraced men of all creeds and of all conditions. To show that it embraced men both high and low, I may say to you what they said to me when I visited their office in London. When I looked over the list of the names of the men who composed its Council, and saw there the name of Mr. Gladstone, then the prime minister, and two other members of the British cabinet, I said, "I suppose these are the ornamental members of the Council," to which the organization secretary replied, "My dear sir, these are the men we count upon to make a quorum." (Laughter.) It was a revelation to me how men so thoroughly occupied with public affairs of moment could be counted upon to attend meetings and be present on so many occasions as they were required by their duties as members of the Council.

I am quite sure, moreover, ladies and gentlemen, and especially those of you who live in Buffalo or Western New York, that we cannot fail to miss from this gathering to-night one gentleman whose name has been associated with organized charity and with all movements to help the "dependent classes," as I think he

named them, and that is our fellow-citizen and friend, Mr. William P. Letchworth. (Applause.) Mr. Letchworth has been associated with this movement, both here and all through the State, and in fact was, I think, most instrumental in organizing the first annual conference of this body, as I recall his acting in Albany, and it seems particularly unfortunate that he should be detained at home by illness which prevents his presence. He has, however, sent a letter which I have been requested to read which expresses to you the sentiments which we all know have animated his entire life. Mr. Letchworth says:

GLEN IRIS, PORTAGE, N. Y., *November* 16, 1903.

Mr. THOMAS M. MULRY, *President:*

My Dear Sir.—It is with much regret that I find it impracticable to attend the Fourth New York State Conference of Charities and Correction. I feel the disappointment more deeply because of the wide range of subjects presented for consideration at this Conference and the large number of distinguished specialists who will participate in their discussion, making the occasion one of great interest and one which will result in practical benefit not only to New York State, but to other States of the Union, and I may add to other countries, in view of the demand that has grown up in recent years for the reports of our State and National Conferences in public libraries and charitable organizations of the Old World.

I beg you will assure the members of the Conference of my abiding interest and sympathy in their great work of uplifting humanity.

I am yours with great respect,

WM. PRYOR LETCHWORTH.

(Applause.)

(Mr. Armstrong then sang again.)

Mr. TUCKER, of New York: Mr. Chairman.—I should like to offer the following resolution:

Resolved, That the Committee on Resolutions to be appointed by the President of this Conference be requested to prepare and to report to the Conference a suitable resolution of sympathy and esteem which the Secretary of the Conference can communicate to Dr. Letchworth as the sense of the Conference.

(The motion to adopt the resolution, duly seconded, was carried *unanimously*.)

Vice-President HOLMES: In the absence of Mr. Mulry, the President of the Conference, his address will be read by the Hon. M. J. Scanlan, of New York City.

PRESIDENT'S ADDRESS.

By THOMAS M. MULRY, President of the Superior Council of the Saint Vincent de Paul Society, New York city.

Ladies and Gentlemen:

At the opening of the Fourth State Conference of Charities and Correction, it is but just and proper that I should express to you my sincere appreciation of the honor you have conferred upon me and the confidence you have shown in electing me president of this conference.

The record made by my predecessors has placed the standard so high that, were it not for the increasing interest in the conference shown by all and the excellent work done by the officers with whom I am associated, I might fear for the result, but the responses from all parts of the state have been so encouraging that I am confident this conference will be fully equal to any of the preceding ones.

Each year brings more forcibly to our minds the wisdom of those who first thought of organizing state conferences. It leads us to believe that the National Conferences of Charities and Correction will never be a true representative organization until each state shall have within its borders a state conference, representing every element of charity, from which delegates may be chosen to make up the national conferences of the future. If the National Conferences of Charities and Correction have not come up to the expectations of many, and have not made the progress which was expected, it is largely due to the fact that only certain elements have sent representatives to those conferences, others not taking part at all. If the state conferences had been organized in all parts of the country, we feel certain that the objections frequently raised by some to the composition of the national conferences, would have been obviated. We hope in the near future

that the example set by New York and some other states will be universally followed, and the result will be that national conferences will be representative in every sense of the charities of the various states. I think it may be said without question that New York has taken the lead in conference work, and this is largely due to the earnest, zealous work done by my predecessors, who have exerted their every energy to bring about this result.

The name of the first president, Mr. Letchworth, will ever be remembered as that of one whose life has been spent in improving and alleviating the condition of the poor and unfortunate, and our great regret is, that men like him should ever grow old and unable to continue their grand work.

Our second president, Mr. de Forest, is certainly one of the men who has made the success of the State Conferences possible. It is quite a number of years since he and others interested with him took the initiative in the formation of the Charity Organization Society, which has been so great a factor in the uniting of the various charitable interests of this State.

Our last president, Mr. William R. Stewart, who has served for a score of years in the State Board of Charities, has built for himself in the field of charity in this state a monument of which he may be proud. The broadminded, intelligent work carried on by the State Board of Charities under his able direction has been one of the most helpful means of developing and perfecting organized charity in our state. With such men as these for leaders of our State Conference of Charities and Correction, it is not to be wondered that it has exerted such a beneficial influence throughout the state during the few years of its existence. Our sincere hope should be that we will always be blessed with such able leaders to carry on the work so well constructed by my predecessors.

This gathering here to-night, composed as it is of every element in the field of charities and correction, stands as a monument to the painstaking, earnest and unselfish work of men of all religious denominations and all shades of political opinion who, sinking religious and political differences, have stood shoulder to

shoulder in fighting for the accomplishment of what to-day seems to be an assured success.

To many outside of the State of New York, it has often caused wonder and surprise that such a good spirit existed among New Yorkers as was noticed at all the gatherings at which they were represented. This result has been brought about, as was stated before, largely by the efforts of the Charity Organization Society. They encouraged and developed a spirit of co-operation amongst all the different charitable organizations which, from a small beginning, has grown to such large dimensions that it has left its impress upon the entire State, and has also exerted quite an important influence in the work of the National Conference itself.

The work of the State Conference of Charities and Correction is not that of an iconoclast; its object is to build up, not to destroy. It feels that in every work of charity, no matter how imperfectly organized or carried out, there must be an element of goodness. It also feels that one of the greatest elements for good is the spirit of toleration. The man who is so wedded to his own opinions, or to his own methods in charity work, as to look upon all others as useless and unworthy of consideration, is not the kind of a man likely to be a valuable acquisition to a state conference of this kind. There is room for every well-conducted form of charity, no matter of what phase, and it is only by gatherings such as this that we can hope to eradicate the faults and improve the work of the various kinds of charity. The spirit of co-operation and toleration is absolutely necessary in our work to ensure any kind of success, but this co-operation and toleration must be of the cordial, sincere, earnest, and lasting kind, not the sort which unfurls the flag of truce during a convention, and for the other 360 odd days works assiduously against some of the principles of those with whom it is associated.

When we look back a few years, we cannot but feel gratified at the wonderful success of the co-operation which has characterized the efforts of those who have done so much to bring about the improved conditions in our state. It must always seem strange to find people of various religious opinions quarreling

with each other, and neglecting the common enemy, and to find charitable organizations professing charity in their work, but not practicing it in their relations with each other, and, therefore, it was a great and happy change when those who had been for so many years in constant friction with each other were found fighting under the common banner, sinking their religious differences, and working in a field in which all could work without sacrificing any principle, for the alleviation of the poor and unfortunate.

Our conferences so far have been noticeable for the friendly spirit in which the various subjects treated were argued, and the entire lack of bitterness in the discussions which followed the presentation of the subjects. This is as it should be, and we feel that the precedent established will not be broken, that each year will bring all closer together so that there will be cordial unity in whatever actions we may take as a conference.

One great rock which we should avoid is that of politics. As our power increases and our influence grows, there may be a tendency to use that influence and power for political purposes. It is only on rare and important occasions, when the time calls for such action, that this influence should be used. Such an occasion occurred a few years ago when there was danger of some of the charities of the state being placed at the mercy of professional politicians. The action taken at that time was effective in accomplishing the object sought, simply because the power of the protest made lay in the fact that those making it represented all parties, were unselfish and disinterested, and had no political ax to grind, or selfish interests to foster.

This convention will be called upon to consider many subjects of great importance, but none more so than that of how to preserve our youth from becoming a menace to society, through lack of proper surroundings and encouragement to do what is right. Our prisons to-day have within their walls large numbers of young men who are there simply because of neglect, and we have in our cities especially, large numbers of boys whose ultimate fate will be the reformatory and the prisons, unless we *stretch* out our hand to encourage them. We are given great

opportunities for doing good, and each man will be held responsible for the neglect of such opportunities. The establishments of settlements, boys' clubs, and other such means of protecting the youth and making them good useful citizens, should be continued and pushed forward most vigorously. The wonder is, when we look at the many temptations placed in the way of the poor, and the few advantages held out to them, that there are not more who take the downward path, but it behooves us to see that the number is lessened if any effort on our part will succeed in accomplishing this object.

In the treatment of the poor, and especially in the treatment of the class to which I have just referred, much care should be taken. It is most dangerous for us to create wants which cannot be gratified. In place of holding before young men the possibility of being presidents or governors of states, it is much more practical, and much safer for their future to impress upon them the dignity of honest labor, to show them that the simple laborer who is honest, sober, and industrious, and who does his duty towards his family, is as important an element in the making of good citizenship as is the governor or the president. We sometimes in our desire to elevate the poor raise up their ideas to a standard which, in their condition, they can never hope to reach. Religion must also be brought into our charity work to serve as a leaven of contentment and hope, and to teach the young and the old the duty which they owe to their God. Take away from the poor the hope of future reward for righteous living and as a compensation for suffering in this life, and you develop among them that discontent which often leads to anarchy.

The present condition of labor opens our eyes to the great duty which devolves upon those who have been blessed with the time and the means of devoting themselves in some measure to the amelioration of the condition of their less fortunate brethren. This duty cannot be shirked by an annual donation to a Charity Organization Society, which entitles you to put on your office door a notice stating where petitioners may apply for relief. Neither does a large donation to some favorite charity cover the obliga-

tion, nor keep out of sight those uncomfortable reminders of our duty to our neighbor. Personal interest and personal service must follow the donation to make it most effective. If the rich were to give personal service and attention to the condition of the poor; if they were to visit them in their homes and see for themselves the struggles and privations to which the poor are subjected, and learn the value of a kind word of encouragement, they would soon be convinced that this method would not only make the unfortunates much happier, but would add greatly to their own feeling of contentment and happiness.

During the sessions of the conference which will be held for the next three days many papers will be read and discussions had upon subjects dealing with the various ills of mankind. I sincerely trust that the meetings will be largely attended, and that those who aim to help in making the conference a success will find these papers and discussions sufficiently interesting and helpful to them, and that they will consider themselves well repaid for their attendance. My closing word, therefore, shall be to urge upon, not only the delegates to the conference, but to all our good citizens of the city of Buffalo, the necessity of keeping up the interest in our work by presenting attentive audiences to our colleagues who have gone to the trouble of preparing exhaustive papers upon the subjects in which we are all interested.

(Applause.)

Vice-President HOLMES: Before we have the closing musical selection, I wish to invite all the delegates to this conference, those from out of the city and those who are city delegates, as well as all those present, to remain for the reception which has been so kindly tendered by the ladies of the Twentieth Century Club.

The doors leading to the beautiful club rooms of the Twentieth Century Club were then thrown open, and a most enjoyable reception followed.

SECOND SESSION.

Wednesday morning, November 18, 1903.

HOTEL IROQUOIS ASSEMBLY ROOM.

In the absence of the President the session was called to order by Dr. Lee K. Frankel, Vice-President, at 10.30 a. m. In the absence of Dr. Frank W. Robertson, Superintendent of the State Reformatory at Elmira, due to a severe epidemic of diphtheria at the reformatory, his report was read by Dr. E. V. Stoddard, President of the State Board of Charities.

REPORT OF THE COMMITTEE ON TREATMENT OF THE CRIMINAL.

In the necessarily short space of time which has been allotted to the reading of this paper it would be practically impossible to touch upon all the salient points offered by the subject under discussion and we shall therefore aim to bring to your attention certain parts of the work which we deem to be of major importance in the treatment of the criminal.

To the legal enactments during the past year, authorizing the establishing of children's courts, the extension of the child's labor laws, the added educational requirements and other wise and beneficent legislation, we can devote but a passing attention. As the public comes more generally to understand that society is best protected by reformative rather than punitive measures and that the treatment of the criminal can only be successfully undertaken by those who have had practical experience in and have made a careful study of matters pertaining to the subject, it will be possible more readily to obtain many of the aids which although at present denied are still necessary to the proper performance of the work. Perhaps in no part of the system is there to-day more need of improvement than in the selection and training of officers for the work of caring for the State law-breakers; nor is this surprising when we come to look over the ground and consider that in many of the State institutions the wages are not sufficient to attract a desirable

class of employes and that in few, if any of the institutions, are there the comforts which hard working men and women appreciate. Institutional life also seems peculiarly devoid of the advantages of social relaxation possible in other employment, and, during a period of general prosperity like the present, when employment is easily obtained the State has more difficulty in securing competent employes than is the case when periods of business depression make positions scarce and wages lower.

It would seem obvious, therefore, that in order to secure a better class of employes, in some instances a more liberal salary allowance, better food, and additional home comforts in general must be provided by the State, and having in this way made its positions attractive and desirable, the work of training the officers may begin with a reasonable assurance that they will remain in the service, and we shall be in a position to reap the benefit of this training in that we shall obtain from our officers more effective work, with correspondingly better results.

It is a well-known fact that the imitative faculty is strongly developed in the criminal, and who will deny that the constant presence, with its attendant influences, of a body of trained, intelligent officers, of good moral fibre, could not but be a powerful reformative agent in our institutional work.

Intimately connected with the treatment of the criminal is the problem of discipline which, of course, is of the first importance, and how far superior are the results attained by the employment of well trained officers, only those who have had experience in prison work can rightly testify. Suffice it to say, however, that an officer of experience and tact can maintain discipline with classes of prisoners where an untrained officer would utterly fail.

Owing to the parole laws and the extension of the indeterminate sentence, the matter of the parole of prisoners is coming to demand more and more attention. It is fully as important that the inmate should be assisted and safe-guarded for a considerable time after his release from the institution on parole, as during his actual confinement therein.

In the reformatories it is customary to keep paroled inmates under supervision for a period of six months, and in exceptional cases for a longer time—perhaps for a year. It is a question if it would not be wise to extend the parole period of each inmate to one year. We believe that the fact of the inmate feeling that he is under supervision and control and not entirely free from the reformatory's restraining influence would be of material benefit to him were the period to be extended beyond the usual time. Certainly, if he is endeavoring to do what is right, this additional supervision can work no hardship to him, and if he is not firmly grounded in his new mode of life, it will tend to keep him straight.

The matter of parole supervision is a very delicate question and we must be exceedingly careful to prevent the work of the parole agent from becoming an injury to the interests of the prisoner, and yet it must be sufficiently stringent to prevent deceit and fraud. The method in use at some of the institutions is to require the inmates to report to the chiefs of police of the different cities and villages, with special representatives in the larger cities of the State. This plan has in general worked satisfactorily, the main difficulty being the lack of a sufficient number of parole officers. In our judgment, the best method and the one which seems to have proven the most successful, is to require the paroled man to make a written report to his supervising officer who will then ascertain if the facts stated in the report are true. All reports should state whether the prisoner is working, and if so, how many days during the month he has worked, the amount he is receiving as wages, the amount of his savings, and general statements regarding his place of residence, surroundings, etc. It is also very desirable that before being paroled, the inmate shall have secured employment, and if he be paroled from a reformatory, his employment should preferably be at the trade there taught him. All prospective positions for paroled men should be carefully investigated by the agents of the institution or the authorized local police commissioner in order that it may be ascertained that the work

offered is bona fide and offers sufficient wages to insure the support of the paroled man.

We feel that a recommendation to the effect that the parole period should be extended to one year, in all cases, would bring forth better results.

The committee further believes that in the case of prisoners convicted of a felony and who are over the age of sixteen, no petition or request for parole should be considered until the prisoner shall have been in the institution for a period of at least one year, as it is felt that no permanent change can be made in the life, thoughts or character of the individual in less than that period.

Another matter to which attention should be directed is the need of suitable provision for epileptics. There are some of this class who, while not, by transfer or otherwise, inmates of hospitals for the insane, are yet not fit cases for the prisons. It would seem that the act of the Legislature providing for the care of the insane might be so amended as to insure the transference of this class to the Dannemora State Hospital. In this connection it may be well to point out the need for the exercise of more care in detecting and transferring the insane from the penal institutions to the hospitals for the insane. This fact is well brought out by Dr. H. E. Allison. Speaking of cases received during 1900, in his annual report he says:

"The standard of efficiency of any institution may be measured by the attention it pays to the individual. Frequent commitments, instead of reflecting on the management, may simply show that increasing study is given to the recognition of insanity developing in prison, or existing on admission. The fact that patients are very rarely received from some penal institutions may not be an evidence of superior methods, but, on the contrary, may indicate an utter indifference to the mental condition of the prisoner. We have analyzed carefully the cases and find that before commitment many of them were defectives. Some have been inmates of asylums for the insane, and still others show an extremely bad heredity and are weak in mind. Several, on ac-

count of their mental derangement, should have been originally committed to our custody by the courts."

Dr. R. B. Lamb, Medical Superintendent of the Dannemora State Hospital for the Insane, in his report for 1901, says:

"It is safe to say that if the present population of the prisons was carefully examined by a trained alienist, not less than twenty per cent. of it would be found to be insane, and I believe this estimate to be extremely conservative. But the requirements of the prisons do not exact the intellectual effort requisite for the reformatory parole, so a man who might not be considered abnormal in the prison is found wanting in the reformatory, because certain mental vigor is demanded and when not shown reformation is impossible."

The committee would suggest as a remedy for this condition that there should be added to the staff of the prison department of the State an experienced alienist, whose duty it should be to regularly visit each of its penal institutions for the purpose of discovering by examination, and recommending for transfer to State hospitals, all insane prisoners, thus minimizing the danger to society from discharging such prisoners upon the expiration of their sentences, as criminals confined in hospitals for the insane are retained until cured, or at least until the hospital authorities have reason to consider that the public safety will not be jeopardized by their being set at liberty.

While considerable progress has been made at Clinton Prison in the work of properly accommodating and caring for prisoners suffering from pulmonary diseases, it is the belief of the committee that still further preparation is needed and that as speedily as possible suitable provision should be made for the reception and care of every tuberculous case confined in State penal institutions.

Modern medical science teaches that it is wrong to retain tubercular cases in institutions with healthy prisoners, as the quarantine which it is there possible to maintain cannot be so satisfactory in its results as would the prompt recognition and transference of such cases to an institution properly equipped,

and where by means of isolation wards they would be entirely separated from the main body of the population.

The committee also believes that beneficial results could be obtained if, after conviction and prior to sentence, the Bertillon measurements of prisoners should be obtained and forwarded to the bureau of identification at Albany, and the criminal history, if any, when thus obtained would prove of material assistance to the judge in disposing of the case and would, to a considerable extent, prevent the sentencing of old offenders to reformative institutions as first offenders.

FRANK W. ROBERTSON, M. D.,
Chairman.
REV. SAMUEL J. BARROWS,
REV. FREDERIC C. BROWN,
HORTENSE V. BRUCE, M. D.,
MRS. JOHN DAVENPORT,
KATHARINE BEMENT DAVIS,
MRS. AUGUST FOLKE,
WILLIAM H. GRATWICK,
THOMAS W. HYNES,
REV. SAMUEL M. JACKSON,
JOSEPHINE SHAW LOWELL,
GEORGE MCLAUGHLIN,
W. W. MAYO,
REV. THOMAS J. MULVEY,
THOMAS MURPHY,
THOMAS WILSON, M. D.

The Secretary then announced that the President had appointed the following committees:

COMMITTEE ON ORGANIZATION OF THE FIFTH CONFERENCE.

Frank Tucker, Chairman..... New York.
Lafayette L. Long..... Buffalo.
Dr. Robert W. Hill..... Albany.
A. E. Macdonald, M. D..... New York.
Max Landsberg..... Rochester.
Hon. Geo. McLaughlin..... Monticello.
Edmond J. Butler..... New York.

COMMITTEE ON TIME AND PLACE.

Daniel B. Murphy, Chairman..... Rochester.
Dr. Lee K. Frankel..... New York.
Frederic Almy..... Buffalo.
Hon. D. McCarthy..... Syracuse.
Dr. D. C. Potter..... New York.

COMMITTEE ON RESOLUTIONS.

Edward T. Devine, Chairman..... New York.
Eugene H. Howard, M. D..... Rochester.
Rev. D. J. McMahon, D.D..... New York.

JUVENILE OFFENDERS.

By Honorable THOMAS W. HYNES, Commissioner of Correction of New York City.

I have selected this subject for my paper, not because I feel that I can furnish the Conference with any new points or opinions, but because I have given this class of offenders a large share of attention during the past twenty-two months, and also because I have become greatly interested in the effort to reform, to encourage, and to help in every possible way these youthful offenders. Much of the work in this direction may go for naught. Every one of experience in the management of prisons is familiar with the large class known as "Repeaters" or "Rounders," many of whom in early life have been inmates of some juvenile prison, or of some reformatory. But there are many youthful prisoners who may be saved from lives of wickedness, if they will but respond to the good influences which have been put forth to meet them. These influences are sometimes those of words, or the recurrence of the mind to early home training, when the heart is touched and softened, and a new life results. Where these influences are not to be had, then the influence of the reformatory, where reform is urged from a purely humanitarian standpoint, must be depended upon.

The object of a reformatory school should be to correct, to

reform, and in some instances, almost to reconstruct the character, habits and behavior of its inmates. That there is a wide diversity among the inmates committed by the courts, is very evident to one who has made a study of such schools. Some, from a want of training, a lack of any good influence, or healthful surroundings, are, at sixteen or seventeen years of age almost children, both morally and intellectually; while others, from the nature of their surroundings, the evil which has been around them from infancy, though bright intellectually and quick to learn, but who, having chosen to absorb evil rather than good, must be first un-taught, and then re-taught. In this destruction of the evil which their lives have built up, and in the subsequent attempt to reconstruct their ideas, their character, their habits and conduct, many influences must be brought to bear. With some, kindness and persuasion are all that are needed; some call for only admonition and direction in the pathway of right; others require correction, of more or less severity, for, as we all know, individuals differ greatly, so that what might in one case benefit, might be of the greatest injury in another, and any form of correction requires judicious care, and a study of its adaptability to the individual. It is here that the advantage of the small reformatory school is shown. In the great institutions, where rule and discipline must be unvarying, the condition of the individual can not be so closely studied; in the smaller school, however, rewards, commendation, penalties or punishments can be bestowed more in the spirit of parental discipline, or as in a home, where the character, disposition, physical constitution and mental characteristics of the boy are known. In the small reformatory, the head of the institution and the head of the school, may in a measure exercise some of the judgment shown by a good father in the care and discipline of his household, although, as it has been said, many of the problems which confront the superintendents and teachers of a reformatory are far more serious than those that require solution by the average parent; for their hard task is *to try* and accomplish that in which the parent has failed—to

their hospital are sent the worst cases of moral disease, those which the parent-physician has given up as incurable!

There are still others, whose presence in a reform school room seems almost to be in the nature of an accident. These are the healthy, happy boys brimming over with mischief, thoughtless, perhaps, but whom their worst enemy could scarcely with truth call "criminal," boys who (if they had been sent to college) would have been the leaders in all sorts of mischief, but whose pranks would have been looked upon as troublesome and annoying, but who would have been excused on the ground that "boys will boys." Such boys as these, living in the overcrowded parts of a great city, and sometimes from an unfortunate chain of circumstances, land in the police courts and these circumstances (sometimes not clearly understood), have at times deceived even the most kindly, the most astute and judicious of magistrates.

A fourth class of the inmates of the reform school also awakens our sincere commiseration, the foreigners, suddenly transferred from a community of stolid peasants, with the wretched surroundings of peasant life under the strict surveillance of a so-called "paternal" government, to the glamour and glitter of a great city, to the freedom which, to their dull minds seems almost to mean freedom from the thrall of any law, and whose arrest for the breaking of these unknown laws is an unaccountable surprise to them. They are not able to explain anything and their imprisonment is accepted with anger and wrathfulness rather than with shame and humiliation.

In all large cities, the question of what to do with juvenile offenders is one of importance. This is particularly so in the city of New York, where probably more attention needs to be given to this question than anywhere else in the country, and many institutions, both public and private, have been established there, for wayward boys and girls.

A new reformatory has recently been established by the city of New York, under the direction of the Department of Correction. When I became Commissioner, on January 1, 1902, I found

that the prison regulations, the prison employments, and the prison buildings were all intended for grown-up people, with no special provision made for youthful prisoners, although the charter gave discretionary power to the commissioner to establish a reformatory. As you are probably aware, all adult prisoners, charged with felonies and sentenced for a term of more than one year, are sent to a State prison; if for less than a year, to one of the local penitentiaries. In New York city, youthful prisoners, charged with felonies, were and are now committed to the State Reformatory at Elmira; boys under the age of sixteen, to the House of Refuge, to the Juvenile Asylum or to the Catholic Protectory. But, when it came to youths, between the ages of sixteen and twenty-one years, charged with misdemeanors, there was no special institution in New York city where they could be sent, and they were committed by the courts to the Workhouse, Blackwell's Island, where men with vile and vicious habits were also sent. Now these boys were committed for minor offenses, or for violating city ordinances, or for staying out at night, and the surroundings into which they were forced at the Workhouse, were not at all beneficial to them, but, on the contrary, as you can well imagine, very injurious. Neither imprisonment, nor other punishment possesses much value in preventing a recurrence to wrong doing, unless such punishment is accompanied by an amelioration of the conditions, social and individual out of which the offenses have sprung. Childhood and youth are the periods of life when habits are formed, when the character is molded, when every influence, good or evil, leaves a lasting impression on the mind and so shapes man's destiny. Feeling this, I readily understood the pernicious effects of allowing these boys to mingle with the older prisoners and to be subjected to their contaminating influences.

It was this thought that impressed me when I found boys of tender years, guilty of no grievous offense, huddled in cells with old and hardened prisoners. The Reformatory School on Hart's Island, which was established by me, has brought about a change

in this condition of affairs. All the youths found in prisons are not naturally vicious; there are many, as I said before, who are undeservedly inmates. To improve the condition of boys of this kind, I believe that the small reformatory school is advantageous; and in establishing the School on Hart's Island, every effort has been made to make it as comfortable as possible, under the circumstances. Instruction is given in the ordinary studies by a competent teacher; the class is the same as those of the public schools in the city; the dormitory is made bright by pictures of an interesting as well as of an instructive character. Two class sessions are held each day and although the boys are obliged to work around the grounds, they are also given plenty of time for out-door recreations, such as football, base-ball and other field games. At stated times, entertainments are given. Up to the present, about 1,000 boys have been committed to the school. The average age is eighteen years and the average time of sentence is about five months. It may be interesting to learn that of these boys, 60 per cent. are Americans; 40 per cent. foreigners, most of the latter coming from Russia or from Italy. Only about 16 per cent. of all who have been committed, had any knowledge of a trade. Further statistics of the school show that of the boys committed, 36 per cent. were illiterates; 21 per cent. had attended primary schools; 32 per cent. had attended the four lower grades of grammar schools; 9 per cent. had attended the three higher grades of the grammar schools, but had not graduated and only 2 per cent. were graduates of grammar schools. This means that 36 per cent. of the boys received could not read and write.

The boys, in the few months that they are under instruction, have shown very satisfactory progress in their studies, in personal cleanliness, in politeness, and in their table manners. They do not wear the prison uniform and their sleeping apartments, their dining-room and their food are better than those allotted to other prisoners. I believe that this should be so, because of the influence for good which it will naturally have on the youthful prisoners. To further encourage the boys, a new

suit of clothes, is presented at the time of their discharge, if their record in conduct and studies has been satisfactory.

But, a perilous time in a youthful prisoner's life is the day of his liberation from prison, and if we would continue the good work which has been done, further efforts must be made in the way of caring for these boys after they shall have left the reformatory.

Although the jurisdiction of the Department of Correction ceases from the moment of his discharge, some organized effort, either on the part of the city, or of philanthropical societies, should be made to care for these boys after they have regained their liberty; otherwise, a large percentage will fall back into their old habits, and the work of the school will go for naught.

I am pleased to say that an effort of this kind is now on foot in New York city. A number of ladies have taken a deep interest in the future of the boys, and a systematic arrangement will be made whereby homes and employment will be found for the boys, when they are discharged. It is further intended that the interests of each boy will be taken in hand, individually, by some one of these ladies, whose duty it will be to keep a watchful eye upon him until employment and a home are secured for him. This after-prison work seems to me, most important.

It is hoped that, in the near future, a trade school, to supplement the Reform School, may be established; and with this, the boys will be better fitted to obtain employment, when they are liberated.

We do not flatter ourselves that we reform all these boys, but we do believe that a favorable change is produced in some of them and to save some lives from disgrace and social shipwreck is worth the trouble and expense. Efforts at reform should be made among all prisoners, but especially among youthful offenders. I believe it is sound policy that, in every prison in the land, where boys are confined a reformatory school and a trade school should be established.

In closing, I wish to say that, although I feel that education is *one* means of bringing about reformation, yet I believe also that

education, left entirely without moral and religious training, is dangerous, and with this view in mind, I have seen to it that chaplains—Protestant, Catholic and Hebrew—are supplied, not only for the Reformatory School, but for all the institutions of the Department of Correction.

The discussion of Commissioner Hynes' paper on Juvenile Offenders was opened as follows by the Honorable GEORGE McLAUGHLIN, Secretary of the State Commission of Prison.

The term juvenile offender, as commonly used in correctional phraseology, applies to boys and girls sixteen years of age and less. My suggestions in relation to their proper treatment will also apply to those somewhat over that age.

The paper presented by Mr. Hynes breathes the true spirit which should inspire and control our efforts in correcting and uplifting this class of offenders. His words are words of authority, having had experience in actual work. I will only attempt to offer a few plain, and, I trust, practical suggestions:

First. Children should not either be arrested or imprisoned for trifling offenses. In dealing with youth larger allowance should be made for ignorance and inexperience than in case of adults. If all the boys who ever swiped a few apples from a neighboring orchard, or a few nuts from a neighboring forest, or engaged in a fisticuff with an overbearing schoolmate, had been convicted and sentenced for crime, most of the men of this day would be ex-convicts. It is unwise to put the official brand of criminality upon a child unless he is essentially depraved and has committed some overt act, interfering with a substantial right of some other person. Boys will be boys, and many boys and girls, especially boys, will in youthful folly commit offenses. Many of these will be corrected by parents, by teachers, and by associates without aid from public officials. When an officer of the law arrests a boy, and thrusts him into prison, or drags him before a magistrate, he is branded as a prisoner, if not a criminal, and the stigma of having been arrested and imprisoned will remain upon him for years, and possibly for life.

The point I make is that the arrest of a child on a criminal charge is in itself a serious matter, and should never be done lightly, but always with reluctance and as a last resort.

Second. When an arrest is necessary, and is in fact made, the juvenile offender should not be incarcerated with adults, or in any institution known as a prison. He should be speedily taken before an official, examined or tried in a children's court, and if convicted of an offense requiring more than a reprimand from the judge, he should not be sent to prison. Ordinarily probation should be tried.

The best time to reform a boy or young man, whose feet have gone aside from the path of right-doing, is before he has seen the inside of a prison, before the brand of convict has been stamped upon him, before the disgrace of imprisonment has handicapped his future and crushed his self-respect. If you want to save the boys and girls of the State, keep them out of jail; if you want to make a permanent criminal of a boy, send him to jail for some trifling offense, and if he is not made of better stuff than most boys you will certainly succeed.

Third. If a boy must be arrested and imprisoned, if the case is so serious that he should be taken away from his associations, and from his home, then send him to an institution where he will be given a common school education, be taught habits of industry and a trade. He should be committed for a sufficient length of time to accomplish these purposes. This cannot be done in a month or two.

Mr. Hynes is entitled to great credit and praise for the excellent school which he has established for boys on Hart's Island. It is a great advance over previous conditions. Such a school is needed in other large centers of population in the State. They should be founded upon law in order that they may be permanent, and not have their existence depend upon the discretion of the commissioner in charge for the time being. The boys should be committed for a longer time that he might give them a more complete education.

When a boy's conduct becomes so seriously wrong that the state has to intervene and take him from the care of his parents and undertake to train him and fit him for earning a livelihood when he reaches manhood, the state assumes a serious responsibility and should fully discharge it. The state then assumes to this boy the parental relation, and is responsible for his education and training. The best interests of the boy demand that this work should be well and carefully done. It is also a matter of both economy and concern for the state to train him up so that he will in his after life be both a self-supporting and a law-abiding citizen.

To do this he should receive not only a common school education, but as Mr. Hynes has suggested, this should be supplemented or go hand in hand with trade instruction. There should also be timely and wise instruction in the essential principles of morality and religion, the very foundation stones of our christian civilization. Then to reap the fall fruit of this sowing and planting, a period of parole should precede absolute release. Supervision over boys or men on parole is much more effectual than after final discharge.

I return again to my first suggestion—keep the boys and girls out of prison if possible. I cannot emphasize too strongly the unwisdom of sending boys and girls to the jails of our state as at present managed.

In one of our up-state cities, the truant officer uses the county jail as a place of detention for boys and girls arrested for truancy. During the past year four young boys were so confined for a day and a night each. In my judgment those twenty-four hours of jail life probably did those boys more harm, and will be a greater handicap on their future than a whole year of truancy.

In another jail a young boy was found serving a considerable term in association with a miscellaneous lot of adult prisoners, for having a pistol in his pocket.

Such imprisonment of children is unwise and exceedingly harmful, but if at any time a child must be imprisoned, or the

court determines that it must be, whether that determination is wise or unwise, the youthful offender should be kept entirely separated from other prisoners. It is much better for him to be lonesome, and even homesick, while in prison, and be compelled to spend his time in sober reflection and wholesome reading than in convivial conversation with other prisoners, many of whom are of the very vilest of the earth. If your boy or mine should in an hour of weakness yield to some evil associations, or falling under suspicion of some serious offense, be committed to prison, you would prefer, and I would prefer that our boy should be isolated and kept from the contamination of evil communication with the criminal classes. We would at least be assured that when he is released he is the same boy as when he entered. This is true not only of boys and girls, but of first offenders and accidental criminals of all ages.

Most of our jails as at present managed, allowing the free commingling of all classes of prisoners in the public corridors in idleness, are schools for instruction in crime rather than hospitals for its cure. Keep your juvenile offenders out of them, for they too often convert them into adult criminals.

While I advocate committing juveniles—if they must be committed at all—to a proper industrial school for a sufficient length of time to give them a common school education and teach them a trade, I do not believe in keeping them in an institution for a long term of years. I do not think it should ever much exceed three years. In the course of three years, as a rule, an institution will do for a boy or a girl all that it can ever do, and at the expiration of that time in my judgment he should be given a chance to get out, on parole at first, and show the stuff he is made of. While youth and health and hope are yet at flood-tide, let him go out, push his way, and learn self-dependence and self-reliance in the actual everyday life of the outside world. It is idle to keep for long years in such an institution the boy or girl who is not receiving benefit therefrom. He is chafing in his cage. Open the door and let him breathe the air of freedom, and go forth to rub elbows with the jostling crowd on the out-

side. It may be the very tonic that he needs. It is wise to give him the chance—his only chance.

The timid, the dependent, certainly should not be kept too long in seclusion. Only actual contact with the outside world will overcome their timidity and give them courage and strength.

THE CHAIRMAN: The subjects of the papers which have just been read are now before the Conference for general discussion. The Chair would respectfully ask those who desire to take part in the same, as they rise, to announce their names.

Dr. STILLMAN, of Albany: I have been very deeply interested in this subject of juvenile offenders for the last fifteen years, having come in contact with a great many cases from the standpoint of a Society for the Prevention of Cruelty to Children. I was very much interested in the paper given by Mr. Hynes. It is a most admirable paper, and it shows that the theoretical part of this work that has been advanced by the reformers and thinkers is reaching the practical end of its solution, and that progress is being made and great good may be expected. I want to congratulate him on the showing which he presents from New York. We should certainly find progress there if we find it anywhere. It certainly should be the leader, and I think that it has been in these respects. I am sorry, however, that he did not lay more stress on the probation system; that he has dealt almost wholly with the correctional part. It seems to me that nine-tenths of the children who are arrested may be reformed without ever seeing the inside of a jail; that they should not be allowed to go inside of a jail, as has just been said by the last speaker. It seems to me that in our juvenile courts and in the probation system we have a solution for a great deal of the juvenile criminality of the future, which, of course, means adult criminality later and the prevention of future generations of criminals.

I should rather differ from the last speaker concerning the desirability of being exceedingly careful to avoid making arrests. My experience is that a great many boys are emboldened because they think they won't be arrested. A great many times things are winked at which are simply the beginnings of trouble. If there is a breach of the law and it is at all grievous in character, it is better to take the child before the juvenile court, to have him reprimanded, to have the situa-

tion fairly stated to him and sit down on such departures from right in the beginning, and in that way prevent the development of the confirmed criminal. I have in mind a confirmed juvenile criminal that formerly lived in Albany until he became an inmate of a state institution. This youngster began at about the age of eight years with offences of one kind and another. He would break into news and cigar stands. He would rob money drawers and, finally, by the time he got to be twelve years old, he was the worst criminal I ever ran across. He would go into a butcher shop and seize a knife and drive out the proprietor. He would defy two or three policemen to arrest him. He seized a motor car and ran amuck through the city with it, and finally jumping off a railroad train under full headway he lost one of his legs. But that did not in the least interfere with his career of crime. He took his crutch and hobbled on as active as ever, and I remember the expression of dismay on the part of a Brooklyn officer who had arrested him down there and who said that he had to watch the boy incessantly, and that he was the worst case he ever ran across. I think it is a mistaken leniency to avoid arrests too much or to avoid the enforcement of the law too carefully in the case of juvenile offenders.

Then in regard to what should be done with the boy afterwards. It seems to me that industrial as well as school training is absolutely necessary. To turn a boy of fifteen or eighteen years of age out on the community after he has been in a reformatory, without having any occupation or an intelligent knowledge concerning some practical means of earning a living, is to simply leave him at the mercy of the currents that formerly seized him, and which will again seize him and carry him to destruction. I would urge that there should be an oversight of all such cases, and that they should be followed by people who understand the situation and are kindly and sympathetic. If a boy be arrested, instead of, as formerly, being thrown into the station house or the jail, he is taken in hand—in all of the larger cities—by the Society for the Prevention of Cruelty to Children. Our societies look after in the neighborhood of 5,000 child offenders in the course of the year, and that is a very large item in this State. They are there cared for and taken before the court. They are put on probation, and in that way, I think, usually are

prevented from becoming criminals, and in nine cases out of ten never see the inside of a jail.

Mr. DEVINE, of New York: I should like to introduce a resolution bearing upon this subject, if it is in order. I introduce it with considerable diffidence and hesitation, and yet I do so with the approval of Mr. Hynes, who presented the paper, and one or two others. The resolution is this: "That the Fourth New York State Conference of Charities and Correction bring to the attention of the Legislature of the State of New York the advisability of establishing a State reformatory for misdemeanants between sixteen and twenty-one years of age, to take the place of our present system." For misdemeanants between these ages we have at present no adequate place. There is no doubt that the next logical step in the reform of our penal institutions would be the provision of reformatories to which persons of this age who are guilty of minor offenses may be sent. The reformation of the offender by all legitimate means will be the object of all who have them in charge. I am not sure that we realize how far these various things—the juvenile courts, the parole system, the indeterminate sentence, the suspended sentence, the reformatory, the preventive measures of various kinds—all hang together as intimate parts of one reform movement. We have become dissatisfied with our present system of short sentences for offenses which are not deemed the most serious, as the result of which we are creating criminals, and how we are working our way little by little to the substitution of another system of dealing with those guilty of offences.

The resolution offered by Mr. Devine was referred to the Committee on Resolutions.

Mr. FARRELL of Brooklyn: Mr. Chairman—I have given the strictest attention to the paper just read by Commissioner Hynes, and the resolution offered, and I desire to say that we have a school in Brooklyn, known as the Brooklyn Disciplinary Training School for Boys, assignments to which are principally received through Judge Wilkin, and that estimable society known as the Society for the Prevention of Cruelty to Children, of which the honored Judge was Superintendent for so many years prior to his elevation to the bench. The children committed to this school are between the ages of seven and four-

teen, and I assure you, from personal inspection, a more progressive institution does not exist within the boundaries of the Greater City or State of New York.

The discipline of the school is military, strictly on the lines of the United States Code, and our little army of 225 boys, exclusive of the band of 40 instruments, has attained an efficiency of 85 per cent. by actual test.

We have many excellent trade shops equipped with the most modern machinery, almost all of which is propelled by electrical power.

About 100 boys have been discharged from the institution within the past year, and 330 were cared for during that period. These facts look as if there was some progress made along the lines as suggested in this gentleman's resolution.

In the English branches the instruction in this school will be found to correspond with the methods used in the public schools of the city of New York; hence, we feel that we are accomplishing something on the lines suggested by Commissioner Hynes.

For thirty years I have taken an interest in the efforts of religious societies for the reformation of this class of children in the city of New York, and I am thoroughly conversant with the conditions of children criminally inclined who are assigned to such societies for care, shelter and reformation.

I have seen some schools in England from which boys were assigned to sweep the streets of the city of London, that they might earn their dinner. I have also visited schools where children have been sent out to do the menial work of blacking shoes to earn their support and education. Such necessities, thank God, do not exist in great charitable America, and we rejoice that men's hearts are directed to the accomplishment of plans, as suggested in the eloquent and practical paper presented for your consideration by Commissioner Hynes, and that institutions do exist for the protection and education of those little children who are influenced to do wrong by environment and criminal associations.

The home should be the institution for the building up of Americans, but as Commissioner Hynes suggested, in the great population of the city of New York there are those poor peasants who land on our shores with large families, and who

by circumstances, over which they have no control, are compelled to assign their responsibility to the judgment and heart of the children's court of the great metropolis of New York; hence the great necessity for such an institution as ours.

The Brooklyn Disciplinary Training School for Boys is nonsectarian in character; is supported by the Greater City, and protected by the laws of the State. The Catholic, Protestant and Hebrew boys are instructed in the tenets of their religion by the clergymen of the respective denominations.

I trust that the foregoing statements will be of assistance to the gentlemen who are not informed of the existence of such a practical school, run on the lines mentioned.

In conclusion, I desire to say that out of the large number of boys discharged from the Brooklyn Disciplinary Training School for Boys only 5 per cent. have been assigned by the courts to other institutions.

Rev. Dr. GUTTMAN, of Syracuse: I am in hearty sympathy with all that has been said here on this most interesting subject. I agree with the speakers that there must be education. The education of the mind and then the education of the heart, education in morals, in ethics, in religion, in all the rules and principles of righteousness and good habits and conduct. There should also be given to these youthful offenders the opportunity to prepare themselves to re-enter society and be prepared to stand upon their own feet and be ready to earn an honest livelihood. But there is one thing, one more opportunity, that I would add that should be given to these children, and that is the opportunity that they may enter society again without the stigma of crime branded on their names. What I mean, Mr. Chairman, is this: The names of these youthful offenders ought not to be published in our daily local papers. Now, the publication of these names and the pedigree of the family will likely do no good whatever, but I am sure that it will do most serious harm. I do not object, and should even invite, the press to give us a weekly or a monthly statistical table of crimes committed by children, but I can see no advantage whatever in exploiting their names. The youthful offender should be so dealt with that he can easily resume his place in society, and whatever makes it difficult for him to do so, whatever will hinder him or discourage him or handicap him I say is injurious to him and really

defeats the possibility of reformation. The establishment of juvenile courts and the labor laws for children are important steps that have been taken recently in the direction of child saving, and I think the next step we ought to take here to-day is to try to get some legislation for the prevention of exploiting the names of these youthful offenders in our daily papers. If I am in order, Mr. Chairman, I would present such a resolution.

Mrs. FALKER, of Syracuse: We have no reference made here to the preventive work that should be done before any criminality is ever thought of on the part of the children. It seems to me that our activities should be directed more to the prevention of the beginnings of crime in the young than to wait until they have actually become criminals and then attempt to reform them.

Mr. BLAUSTEIN, of New York: I should like to say, Mr. Chairman, that in the asylums where children are committed there should be the feature of what is known as boys' or girls' clubs. I think it is not necessary for me to explain here the operation of such clubs. In a general way I wish to say that such clubs afford to the young people the best opportunity of governing and disciplining themselves. They learn to respect authority, to have regard for the opinions of each other, and to yield to the will of the majority. I do not know whether independent work of this kind on the part of inmates in asylums is feasible and practicable. I should like to know whether experiments of this kind have ever been made in asylums.

Mr. GOLDEN, of Buffalo: I am not inclined to believe that over 25 per cent of the boys in State reformatories are any more vicious in their instincts than the men outside. We find on close acquaintance that the man in the striped suit is a man very much like ourselves. He has done something while we have only thought it. He lacks self-control and will-power. The prisoner is a man and a brother and our desire should be to help him to help himself and thereby help ourselves. When we give this man back to society we hope to give him back a man that society needs. Revenge belongs to the savage, and has no place in our institutions of to-day. At the De White State Reformatory School in Illinois a manual training system has been introduced and the results have been most encouraging. The being who is neither a man nor

a boy is the most difficult subject of all to manage. I am perfectly sure that I can take twenty-five Sing Sing men and manage them in a room by manual training. I think that much of the failure in reformatory methods has arisen from the fact that by the wardens and guards the work is regarded as punishment. The prisoners are provided work that adds nothing to the men's mental growth. They have no pride or interest in their work.

Judge MAYER: I think, before I read my paper, we ought to have a clear understanding of the situation of the law at present so there shan't be any error in our minds. Now, as a matter of fact, the State is looking after those under sixteen years of age. The Children's Court in the Boroughs of Manhattan and the Bronx concluded its first year on September 2d last, and during that year upwards of 7,400 children under sixteen years of age were arraigned before that court for anything running from delinquency and truancy, and likewise including the cases of neglected children who had done no wrong, but came into court because they were found under neglected conditions. Not one of those children has gone to prison. The children who haven't been saved by the system of parole have been committed to the various reformatory institutions, and the lines along which those endeavors are working are lines that are successful and will grow more successful as time goes on. The real problem, as has been suggested by Mr. Hynes, is the problem upon which I hope to touch to-day, and that is what to do with the misdemeanant who by law does not come within the purview of the children's courts, either in these two great boroughs or the children's courts which are practically now required throughout the entire State, and it is to that to which I wish simply to emphasize attention.

THE NEED OF A REFORMATORY FOR MALE MISDEMEANANTS OVER EIGHTEEN YEARS OF AGE.

By Honorable JULIUS M. MAYER, Justice of the Court of Special Sessions, New York city.

There are two divisions of the court of special sessions in the city of New York, one for the boroughs of Manhattan and the Bronx (the old city of New York) and the other for the boroughs of Brooklyn, Queens and Richmond.

The suggestion which I shall make is based upon my observations as a justice sitting in the first division of the court. The cases arising in Manhattan and the Bronx are tried before the first division, that court having jurisdiction in cases of misdemeanors committed in the county of New York.

Broadly stated, these misdemeanors may be divided into two general classes, the one comprising those acts which involve moral turpitude or delinquency, and the other comprising offenses against statutory enactments calculated to preserve the general health and welfare of the community, such as the health, medical, dental, excise and similar laws.

The misdemeanant convicted of an offense under the first classification above mentioned is usually a first offender, and wherever the surrounding circumstances and the public welfare permit he is placed on probation if he is a young man, and thus many young men have been saved to a useful life by the system of probation employed by the court.

This system consists of reporting to the probation officer and also to the court until such time as the court is satisfied that the offender is leading a useful life and has overcome the influences responsible for his delinquency. The probation system, however, is successful ordinarily only where back of it there are to be found good home surroundings and associations—not necessarily well to do surroundings, but a home where the parents or other near relatives are industrious and of good habits. The serious problem with the youthful misdemeanant is presented where there are not any good or useful home surroundings.

There are numerous institutions where children under sixteen may be committed. The only reformatory institution to which the court of special sessions, first division, may commit males between sixteen and eighteen years of age is the House of Refuge. There is no reformatory institution to which may be committed any male person over eighteen years of age who has been convicted of a misdemeanor. Where a boy or young man over eighteen has committed a misdemeanor and the facts and surroundings in his case are such as not to justify the court in placing him upon probation, the result is that there is no course left to the court other than to commit him to the city prison or the penitentiary.

On the other hand, any male person between sixteen and thirty years of age who has committed a felony may be sent to the Elmira Reformatory and there learn some useful trade and be subject to reformatory discipline.

It is true that under section 698 of the Greater New York Charter that the commissioner of corrections has the power to separate, so far as practicable, "youthful and less hardened offenders" from other criminals, but I think it will be generally admitted that such separation is only partly efficacious, and that it is valuable only in so far as a school is maintained, and that the opportunity to learn a trade is not presented.

GREATER NEW YORK CHARTER, SECTION 698.

("It shall be the duty of the commissioner to cause all the criminals and misdemeanants under his charge to be classified as far as practicable, so that youthful and less hardened offenders shall not be rendered more depraved by the association with and evil example of elder and more hardened offenders. The commissioner may establish and maintain such schools or classes for the instruction and training of the inmates of the institutions under his charge, as may be authorized by the board of estimate and apportionment. And to this end the commissioner may set apart one of the penal institutions for the custody of such youthful and less hardened offenders, and said commissioner shall have the power, in his discretion, to transfer such offenders thereto from any other of the penal institutions of the city.")

For instance, in one case two defendants were convicted of stealing from a department store. The one defendant was a man over thirty years of age, and the other a boy about twenty. The latter was alone in this country, and not being able to earn his living had been doing odd jobs and living in lodging houses, and in one of these lodging houses he met the elder man, came under his influence and under his direction stole various articles from various department stores.

Probation was manifestly impossible because the young man had no friends or relatives with whom he might reside, and there-

fore it was not safe to trust him at large and to depend upon him to report to the probation officer or the court. Hence a commitment to the city prison became necessary. So far as surface observation indicated, the young man was not inherently bad but was weak and not equipped to earn his living in any useful trade. He did not have any trade or any knowledge of any useful occupation. Such a youth should have been sent to a reformatory where he would have had an opportunity to learn a trade and would have been detained for such time as was necessary to reform him, if reformation was possible.

His commitment to prison for a definite period meant in his case merely a punishment, whereas his commitment to a reformatory for an indeterminate time would probably have resulted in spurring him to so conduct himself that he would reach the standard of conduct and equipment in education and in a trade required by the reformatory.

Another illustration is that of a young man about twenty-two years of age who had run away from his home in the West and had drifted among bad companions. He was convicted of "unlawful entry," having also fallen under the influence of an older criminal. His people lived in a farming village in a Western state, and it would have been unsafe to permit him to be at large for he would surely have drifted back to the thickly populated centres. Yet his antecedents were good and this was his first offense and he seemed to be the kind of material amenable to reformatory treatment. However, the court necessarily committed him to prison.

Many other illustrations of the same general character could be given where the same course of commitment to a prison for a definite period has been followed simply because the court has no other course left open; but these illustrations for the purpose of the point are as good as a hundred.

Now it certainly seems illogical that the State should give to a boy of twenty, who has stolen $25.01 better opportunity for reformatory discipline and for learning a useful trade than it would have given to the same youth had he stolen $25. In the

one case having committed grand larceny, which is a felony, he is sent to a reformatory, whereas in the other case having committed petit larceny which is a misdemeanor he is sent to a prison.

The establishment of the children's courts in Manhattan and the Bronx and in Brooklyn, as well as the practical establishment of children's courts throughout the State by virtue of section 291, subd. 7 of the Penal Code, has constituted the practical recognition by the State of the age of sixteen as the line of demarcation between the person who is in law a child, and the person who is an adult; and the penal and reformatory institutions in the State should be accommodated to this line of demarcation in order to carry out completely a logical system of treatment of youthful offenders.

So long as the State has provided that those under sixteen are to be regarded as children and those over sixteen as adults, for the purposes of criminal procedure, it would seem wise that in institutions which receive children under sixteen no persons over that age should be received, but that in the cases of young misdemeanants say from sixteen to thirty or sixteen to twenty-five, the courts should have the discretion of committing to a reformatory institution or to a prison as they in the exercise of a sound judgment might deem proper.

Therefore I suggest that this convention investigate seriously and earnestly the question of the establishment by the State of a reformatory for male misdemeanants over sixteen years of age, and if the establishment of such an institution seems wise, that the matter be brought to the attention of the Legislature so that after a thorough investigation such a reformatory may be established.

The whole tendency of later years is to save and reform young offenders, and the percentage of salvage has been such as to encourage those who believe in this method of treatment for youthful offenders, and unless the State soon takes some steps in this direction of establishing a reformatory for the youthful misdemeanants in whose cases probation is not practicable it will

do great injustice to hundreds of young men annually and it will fail to live up to its reputation for progressive methods.

It is difficult from available statistics to make an accurate classification, but some idea of the magnitude of the problem may be obtained from these figures of the Prison Commission, sixth annual report.

Committed to penitentiaries for misdemeanors October 1, 1899, to October 1, 1900, 1,149 males twenty years old and under; 5,068 males thirty years old and under.

This is exclusive of county jails to which probably an equal number were committed. The figures for 1900-1901 are about the same.

Possibly the probation system has slightly decreased the totals since then, but owing to the increasing population while probation may decrease the percentage it will probably not materially decrease totals.

It may be of interest to know that these conclusions have been arrived at simply as a matter of experience and observation. After writing this paper the recommendation contained in the Fifth, Sixth, Seventh and Eighth Annual Reports of the State Commission of Prisons was called to my attention. This recommendation is in the nature of a strong plea for a reformatory for male misdemeanants. So that from the two practical sides, one the court room and the other the prison, there seems to have been drawn precisely the same conclusion.

Mr. ALMY, of Buffalo: I wish to say for Judge Murphy, of the Buffalo Juvenile Court, that he is unable to be present because he is now in Hot Springs, Arkansas, where he is recuperating after a triumphant re-election. I wish also to say that the Buffalo Juvenile Court was opened July 1, 1901, through an amendment to the Buffalo charter, passed for the purpose. It has now been in successful operation over two years, with ten unpaid probation officers who attend the sessions of the court and receive weekly reports at their homes from children on probation with them.

The discussion of Judge Mayer's paper was opened as follows by SAMUEL J. BURROWS, Corresponding Secretary of the Prison Association of New York city.

In the appeal we are making for new social protection on the one hand and for new opportunity for the individual offender on the other, it is significant that the voice of the judiciary should be so strongly raised in support of this reasonable and humane proposition for a reformatory for misdemeanants. For several years it has been officially brought to the attention of the legislature by the State Commission of Prisons, and then by the Prison Association of New York. The necessity of such a reformatory has been recognized by the wardens of our prisons who have had boys committed to their care needing discipline and education which they could not furnish. And now this morning we have for this proposition the endorsement and the earnest appeal of the judiciary so well represented by Judge Mayer. It would seem that all these voices blending in one appeal ought to be heard at Albany in spite of what is, I hope, not constitutional but only a temporary deafness of the legislative ear.

Twice within the last week I have had the privilege, on the kindly invitation of Judge Mayer of Manhattan and of Judge Wilkin of Brooklyn, of sitting on the bench with them and seeing the disposition of cases in the children's court. Sad as many of the cases are that come before these courts, no spectator who contrasts this with the old machinery and the old method, can help feeling gratified that the law puts the judge as the representative of society in a new attitude towards the juvenile offender under sixteen. It is the attitude of protecting society through the reformation of the offender. Every juvenile court is a life-saving station. Society says and the judge says: "We will save these children if we can."

Let us turn now to our county courts. A new set of offenders come up before us. They are offenders over sixteen years of age. The law divides them into two classes. It calls some of them misdemeanants and some of them felons. The difference is that felon is a small word to describe a large offense, and that misdemeanant

is a large word to describe a small offence. So far as the real character of the offender is concerned, the misdemeanant may be a great deal worse than the felon. But in this matter the law deals with theories rather than with facts, and theoretically the felon is worse than the misdemeanant, and we keep on enacting the legal fiction every day.

Now what does the law do with these offenders? If the offender is a girl or a woman between the ages of 16 and 30, the distinction between the misdemeanant and the felon may be overlooked so far as the disposition of the case is concerned. The girl, whether misdemeanant or felon, may be sent to one of the houses of reformation for women, or if a felon may be sent to the prison for women at Auburn. In either case she comes under reformatory influences. Or the judge may, and too frequently does, send her to a penitentiary where there are no reformatory influences. But he is not obliged to do so. He can put every girl or woman of that class under reformatory influences if he thinks such influences important.

How about the boys? So far as the question of age is concerned, the law is as generous to boys as to girls. It is drawn on the assumption that the male offenders between the ages of 16 and 30 may be reformed, and it provides a great reformatory at Elmira for their treatment. Results show that 75 or 80 per cent. of those who are sent there may be reformed. But when the question comes as to what class of male offenders shall be sent there, the law revives its traditional and absurd distinction between the misdemeanant and the felon, and says that the felon shall go to this reformatory, but the misdemeanant shall not. It may be perfectly evident to the judge that the difference between the two is merely accidental; that the misdemeanant is really as bad if not worse than the felon; but the judge has no discretion. Two boys, 18 or 20 years of age, are before him. Each of them has stolen a purse from the desk of his employer. Neither of them knew how much money there was in the purse. But one boy found that he had got $25, and the other boy that he had $26. There is no difference in the intent, but there is some difference

in the result. One of those boys is a felon, the other a misdemeanant. To the felon the law says: "You shall have a chance to reform; you can be sent to an institution where you shall have the rigid discipline you need, where you shall be taught how to earn an honest living, and where you may get the inspiration which comes with the development of your best capacities." But what can the judge say to the misdemeant? He can say: "My boy you are very unfortunate. Your misfortune consists in not really having stolen as much as you intended to steal. If you had only stolen more I could have given you a chance to get a good education, and the chances are seventy-five in a hundred that you would turn out an honest man. But now I must send you to jail, or to a penitentiary, or to a workhouse, where the chances are seventy-five in a hundred that you will turn out a thief or a vagrant, or both. There you will learn to be idle. For six months you will have nothing to do but to read and loaf, smoke and chew tobacco, play cards in the pit and by consorting with older criminals become thoroughly taught in the school of vice. You will have an easy time, for the descent to hell is easy, and that is where I am sending you. This boy I have sentenced to be saved, but you I have sentenced to be damned." It is a terrible responsibility for the law to assume, and to make the judge the instrument of our indifference and neglect.

This picture I have presented to you is no fanciful one. It is one that is enacted every day in our courts, simply because under the law the magistrate has no other resource. It is an appalling fact that the great mass of our rounders and repeaters are made from our neglected misdemeants. In England, two years ago, an investigation was made as to the history of recidivists or rounders. It was found that the great majority of them had been first sent to prison between the ages of 17 and 21; sent where they were under no reformatory and educative influences. A study which I made of the life histories of a large number of recidivists sent to the Eastern penitentiary of Philadelphia, yielded essentially the same result. The majority of them were neglected youthful offenders. Doubtless as fair a proportion of them could

have been saved if they had been put under strict reformatory influences to start with. We are making rounders and vagrants in this State in precisely the same way. It is a costly thing for the State and a costly thing for the young offender, the one affects our pockets and the other our hearts. We say, perhaps somewhat cynically, that the first argument, the argument from the pocket, is stronger than that addressed to the heart, but I do not judge our legislators in that way. I have found in my legislative experience that there is no argument more potent with our legislative bodies than one which, while being logically and economically sound, is thoroughly humane. Now this proposition has the merit of being all these. It is reasonable, it is logical, it is economical and it is humane. What it needs most of all is the active support of this conference and the public sentiment in this State behind it.

The only necessary argument for a reformatory for youthful misdemeanants is that there are youthful misdemeanants who *need* reformation. It is far less costly to the State to reform them than to turn them into professional criminals.

This State has lately had a terrible lesson as to how perilous it is to neglect young offenders. It was only last month that three young men were sent to the electric chair to be killed by law because they had killed somebody else without law. In a public letter I have called attention to the fact which it is timely to repeat on the floor of this conference, that the responsibility of the State was not discharged simply by sending a mortal thunderbolt through the bodies of these young men when it had never done anything to save their souls. They were not felons to begin with; they were youthful misdemeanants; they were not checked as they might have been at the beginning of their career; they were checked only at the end. They were just such young men as, when taken early in their career, would have been subjects for a reformatory for misdemeanants. The day after their execution a Methodist clergyman said to me with a grim vindictiveness, that he was delighted that they were executed. This disposition of the case did not do, however, what reformatory treatment at the

beginning of their career might have done; it did not *save the life of their victim.* Reformatory work is not only salvatory, but it is preventive. It eliminates from the record of crime a whole series of results which would have indelibly stained the life of the criminal or left perhaps the mark of his red hand on the life of another. Every year 400 young men come to the Prison Association of New York on parole from the Elmira reformatory. We can speak with the greatest confidence when we say that 75 per cent. of them are saved from themselves and saved for society; become honest, industrious, temperate, law abiding and in some cases even ornaments to the circles in which they move. To save them from their past is to save them and to save society from their future. The accidental criminal may cost something, but the professional criminal is expensive beyond all calculation. There is no horse breeder I know of who as a matter of pride and of economy, not to say humanity, would not rather tame a fiery young colt into obedience and utility than to send him to the abattoir; and whatever we may think as to the justness of capital punishment, I am confident that we should all agree that it is better to save young men at the threshold of their evil career than to exterminate them in the electric chair. Even the minister of whom I have spoken, would rather have had these boys saved than killed—if they had been his boys.

It is because there is at present an unfilled gap in our reformatory system; it is because misdemeanants are as well worth saving as felons; it is because reformatory work is salvatory and preventive; it is because it is wise, rational, economical, humane, that we must say to our governor and to our legislature that the welfare of this class of offenders and the welfare of the community must no longer be neglected.

Mr. WOOD, Mt. Kisco: The very able paper of Judge Mayer has interested us all very greatly. He has referred to the provision already made by the State for the care of girls similar to the proposition which he advocates for the care of young men, but the whole situation of the State reformatory system is at the

present time very doubtful, and it becomes necessary that while we are giving attention to the subject presented to us by Judge Mayer we should consider the whole subject of reformatory work in this State. The three reformatories for women are greatly endangered because of recent judicial decisions. In a decision by Judge Gaynor the whole system of commitments was practically wiped out. Many offenders formerly committed to the reformatories can no longer be so committed under this decision. The decision also stated that it is unconstitutional to deprive any person of his liberty without trial by jury. The whole system of summary commitments is wiped out by these decisions. It is true the question is now before the Court of Appeals. That Court has not yet rendered its decision, but if it should uphold the decision of the Appellate Division in Brooklyn we are then in a state of chaos. So when we go to the Legislature with all the influence we can possibly bring to bear for the establishment of a reformatory for boys, such as advocated by Judge Mayer, we should also be prepared to suggest legislation that will protect the whole reformatory work of the State. The State for nineteen years has been engaged in this reformatory work, and now we are to see it come to naught if these decisions are upheld unless thoroughly wise legislation is enacted during the coming winter to protect this important subject.

Mr. DEVINE: I accept with delight Judge Mayer's suggestion that the upper age limit should be thirty instead of twenty-one. The ages of sixteen to thirty seem to me to be just what the law should provide. I would like to add one word, that a member of the Legislature who has just been re-elected has said to me that if we will send him the bill he will be very happy to do all he can to get it through.

Mayor OSBORNE, of Auburn: There is one question regarding methods about which I should like to say a few words. It has struck me that in much of the discussion that has gone on

we have failed to get down to the real root of the matter. In some cases of arrests of boys it seems to me that the application of the law takes too severe a turn and in some cases not severe enough. The doctrine that boys will be boys sometimes obtrudes itself very unnecessarily. Also I think there is a tendency to fool ourselves by a name. We call some of our prisons houses of refuge, sometimes reformatories, sometimes industrial schools; but in the case of those who go there there isn't any misunderstanding at all. They are all prisons, and, as Macaulay says, it is mere foolish cruelty to provide punishment for the criminal without punishing the crime. We have not yet reached the point where we have evolved a method by which the individual can be successfully reached, and right there is the point I wish to make, that in all prisons or reformatories, if you are really to prepare the inmates to re-enter society, there is only one way to do it and that is to have some kind of normal and natural society inside the prison walls. You cannot successfully, it seems to me—in looking at the question largely—you cannot successfully train a man to re-enter society unless you have given him some means for battling with the forces which underlie society. That means that you must give him the choice between good and evil while he is in durance. Now, there is no possible way in which a man can train his conscience so as to accept the good unless you give him the choice between good and evil. It seems to me we have changed our ideals from the idea of punishment to reform, but yet our methods are lacking—we are behind our theories. That involves a certain amount of freedom within the prison walls, and that means freedom to go wrong as well as to go right. There is no freedom unless the freedom to go wrong exists.

Commissioner TEALE, of Brooklyn; I was a criminal once myself; arrested for committing some little boyish mischief on the street by a burly policeman, who took three of us by the shoulder and took us up to the station house before the sergeant, who happened to be a good, kind man, and who said, "Let the

boys go. What do you want to bring the boys in here for!" But if it had happened to be a hard-hearted sergeant we should have been locked up and our mothers or fathers would have had to come to get us out. The best thing you can do for a young man is to give him a chance. If he does not take advantage of the opportunity the wisest course is to take him away from society. I have in mind the case of a young man who came to New York from the South, and who stole $125 from his employer. I made up my mind there was something good in that young fellow, so I got the right side of his employer's wife and through her instrumentality, the employer agreed to give him a chance. The district attorney agreed to have the case dismissed, as the money was paid. The young man earned it afterwards and paid it back. Six months afterwards the young man came in, saying "Do you know me?" He said, "I came here to thank you for your kindness to me and to tell you that I am working for a concern in Boston, and I am doing right, and I am going to do right as long as I live." If you had sent that young man to prison he would have got in with a lot of thieves and vagabonds, and the chances are he would have gone to the devil. The only way to keep the devil out is to put the angel in. If we have to send young men to reformatories, let them be the most comfortable and self-respecting places possible. All that we can do in that line will be in the interest of humanity, and of all that is good and right. So in God's name help it along, and let us urge the Legislature until they consent to give us something of this kind.

There being no one else desiring to speak on the subjects under discussion, the Conference was adjourned to meet again at 2:30 o'clock in the afternoon.

THIRD SESSION.

Wednesday Afternoon, November 18, 1903.

IROQUOIS HOTEL ASSEMBLY ROOM.

The third session of the Conference was called to order at 3 p. m. by Mr. Bijur, Chairman of the Committee on the Care and Relief of Needy Families in their Homes.

REPORT OF COMMITTEE ON THE CARE AND RELIEF OF NEEDY FAMILIES IN THEIR HOMES.

In the domain of general relief work, the closing year has witnessed a continuance of the discussion between the advocates of the giving of material relief and those who urge the employment of substitutes therefor. The subject so vitally affects the administration of relief as to be worthy of further thought.

It may, as in many other cases, elucidate the problem if, at the outset, we reach an accurate definition of the terms employed. An impression prevails that the words "material relief" refer solely to money, food, clothing and the like. It must not be overlooked, however, that in the broader sense they apply as well to aid given in institutions sustained for benevolent purposes, such as hospitals, asylums, nurseries, etc. In fact it may be said that material relief comprises aid in the form of money or things or accommodation that money can buy.

When, however, we come to the term "substitutes for material relief", may it not be that we shall have to take a leaf from that famous first chapter of the authoritative work on snakes in Ireland, which reads: "Chapter 1. There are no snakes in Ireland." May we not indeed say that there are no *substitutes* for material relief.

A "substitute" is defined by Webster as "that which stands in lieu of something else." It is easy to understand how, at a time when the giving of money or food or clothing was universally regarded as the one great expression of charity, other forms of assistance, as they were developed, came to be considered

substitutes. This might be termed the objective view of the subject. But in the modern terminology of philanthropy, the applicant and the relief agent are the prominent figures in our eye, and the subjective aspect of relief-giving plays a prominent part. From that point of view the relief agent, studying the needs of the applicant, does not have in mind as his first thought, the giving of material relief or the finding of "substitutes therefor," but seeks to ascertain the real needs of the applicant and applies such remedial measures, whether they be money, food, direction or advice, as may seem best fitted to bring about the ideal condition, namely, the restoration of the applicant to self-reliance and self-support. If we concede this to be the approved function of modern charity work, we shall find that there are no conflicting doctrines; and that, even were it necessary to define what has heretofore been regarded as a controversy, it would be more accurate to describe it as a discussion of cases with a view of determining what form of relief may be appropriate.

The controversy seems to have been born of the fact that those who sought to reform the evil of indiscriminate alms-giving were driven to assume a radical position in order to break down an old and ingrained bad habit. From the consequent accentuation of this evil has arisen a certain exaggerated fear of conceding that there are any cases in which material relief is needed, whereas, in truth, there are many instances where nothing but material relief is required and nothing else will suffice. An excellent illustration came under the notice of the chairman of your committee, quite recently, while visiting a southern town. A mechanic with a large family and small savings was engaged in the erection of a monument. He was severely injured through the breaking of a derrick. The mother was unable to assist in wage earning because of the infancy of some of the children. In a short while the savings of years had been exhausted, lodge benefits and other forms of indemnity had been availed of to the full, and the contributions of humble friends had also been consumed. There was no doubt, however, that immediately upon his recovery the injured man would resume his occupation and become

self-supporting. The problem was to tide over the intervening weeks. Neither the man nor his family needed advice. He was sober and steady and they were all economical, cleanly and decent. Surely it would have been a waste of time and energy to send the younger children to a kindergarten or nursery, while the mother struggled breathlessly to discover some desultory and temporary employment away from home, in order to earn a few dollars. In point of fact, there were neither nurseries nor kindergartens at the locality spoken of. To find some sinecure for the man for a few weeks—if it could have been found at all, and if he were in position to fill it—would have been an equally useless expenditure of time and labor. The plain indication was for giving temporary material relief to tide over the emergency, to keep the family together, and to make no break in the character and conditions of the home life. This was the course adopted; and the early resumption of self-sustaining occupation by the head of the family has put a happy end to the record. In view of the character of the man, it was unnecessary to designate the money given him as a loan, for as such he would naturally consider it and be but too anxious to return the funds at the first opportunity, in order that they might be again employed in giving needed relief to some other unfortunate.

Many cases will suggest themselves to the experienced hearers of this report in which the need of exclusively material relief is quite as plainly indicated as in the illustration given. Again in hundreds of cases, the inculcation of habits of sobriety, economy and cleanliness or the advice as to the course of employment or business to be followed by the applicant may be the chief factors of the help to be administered, yet some material relief may be absolutely necessary. Why then speak of substitutes? In fact, it is quite probable that by our insistence on the greater desirability of "substitutes" for material relief, the agent often fails to do that which is palpably right for very fear of committing a terrible wrong. Modern charity organization must teach the worker to administer the appropriate form of relief, regardless of whether it be material, intellectual or

moral. He must be trained to know what is proper, and not to apply any rule of thumb.

There is, however, one great underlying principle to which all charity workers will subscribe, viz.: that every effort should be directed toward making the applicant self-supporting and self-reliant to the fullest possible extent. That is a *basis tendency* which knows practically no exception. There are cases where it cannot be accomplished, but it should always be tried. There are cases where it can either best be done, or not done at all, except by lending or giving to the applicant a large sum of money. There are others in which a word of advice will be sufficient to achieve the result. The counsel of the friendly visitor, whether layman or cleric, is one of the great contributions to philanthropic work made by modern charity methods. The inculcation of habits of cleanliness, sobriety and thrift may in themselves suffice to change a dependent family into one that becomes forthwith self-reliant and self-supporting. Good advice as to the better application of energy, whether it be by the mechanic at his toil or the little tradesman in his business, may change economic distress into comfort and comparative affluence. But the worker should never forget that an applicant who requires it, should be relieved, while the form of relief must be dictated by the aim to encourage self-reliance and self-respect.

After all is said and done in this connection, there remains the old truism that nothing will take the place of good common sense. The modern charity worker must be trained to understand the tendencies, purposes and technique of modern charity administration; but, in the last analysis, it is the judgment of the individual worker which must apply to the case under consideration, the principles and tendencies that have been taught. To enunciate a rule that forms of relief other than material are preferable to material relief, would be like advocating for an engineer the use of the multiplication table rather than addition, subtraction or division.

The other much mooted question that will not down, is the controversy between the advocates of the raising of special

funds for individual cases and those who favor the provision in advance of a large general fund. The two opposing views may perhaps be succinctly stated as follows:

In favor of the general fund, it is urged, first, that a large amount of material relief is sure to be required during any given period in the future, and it is the part of human foresight to prepare in advance against contingencies that are sure to occur; and second, that the relief agent can look forward to the future and study the needs of the present with greater calmness and a broader view, if he knows that he has the immediate means to furnish the relief that he may deem appropriate.

On the other hand, it is contended that the raising of funds for particular cases through special appeals, exercises an educational influence upon the public by bringing it face to face with concrete instances of distress—establishing in this way a brotherhood between the rich and the poor that cannot but be of great advantage to the community; and, next, that the agent, knowing that funds are not actually in hand, investigates his case impartially, unaffected by the impulse to give out of an existing store, yet actuated by the desire to bring out the true necessities of the case as the basis of a special appeal for aid. The average man, in the face of these two conflicting theories, may well exclaim "How happy could I be with either, were t'other dear charmer away"; and as is so often the case, this simple instinct may assist us in reaching a correct conclusion. Instead of finding here two conflicting theories, we should regard the one as the complement of the other. In the administration of the extensive institutions of relief in our great cities, it would be practically impossible to depend upon funds forthcoming upon special appeals to relieve the vast number of applicants with which they have to deal. Moreover, in at least a very large number of cases, emergent relief alone is necessary, and in very many others, the material relief to be afforded must be extremely prompt in order to be effective. Whilst the objection of the slowness of the special fund method might be overcome by using a continuing fund from which actually to give

the relief, replacing the sums used from the results of special appeals, it must be evident that to rely upon the results of such appeals alone to furnish the enormous sums required by these institutions, would entail upon their managers the publication, and upon the public, the reading, of a veritable literature. On the other hand, it is possible that where people give money in lump sums to agencies of relief, the true "touch of nature which makes the whole world kin" is apt to be lost, and as Professor Peabody once so cleverly said "The cases are apt to become wooden." While, therefore, in smaller communities where the legitimate demands for relief are limited in number, it may be perfectly feasible to resort exclusively to special appeals, there should be adopted in the great centers of population a combination of the two methods, viz.: the provision of a large fund for the usual instances of distress, and special appeals for more serious cases. It must be particularly noted, however, that where special appeals are resorted to, the investigation should be conducted without thought or reference to the framing of an appeal so that the applicant be never placed in the attitude of a suppliant.

As to the argument that the investigator's mind is sure to be influenced by the presence of funds toward giving relief, even when unnecessary, your committee feels that it is the function of charity organization to instruct the agent to deal with actual conditions and necessities; and that the trained worker, if properly fitted for his occupation, must be independent of such merely factitious influences. He should be taught to study the merits of the case actually before him and to reach an impartial conclusion, firm in the conviction that where relief is unnecessary it should not be accorded, but that where it is required, an empty treasury affords no excuse to a community for refusing to do its full duty to the poor.

Your committee has endeavored to arrive at a correct and reasonable solution of the two much controverted questions treated in this report. It may be too much to assume that the controversy has thus been ended, but it hopes that it has as-

sisted in removing the question further into the background, and believes that it would, at present, be far more profitable for workers in the field of general relief to discuss concrete cases and actual applied methods of relief.

In order to enable and invite such a discussion your committee presents the records of a few selected typical cases which have been printed in advance and are also appended hereto.

NATHAN BIJUR, Chairman.
RICHARD C. BAKER.
HENRY D. BURRILL.
CARYL COLEMAN.
MRS. OSCAR CRAIG.
MISS ELIZABETH CRONYN.
EDWARD T. DEVINE.
MRS. L. F. FORD.
PROF. J. H. HAMILTON.
ALEXANDER MCKINNY.
REV. D. J. MCMAHON, D. D.
JOSIAH G. MUNRO.
REV. WILLIAM I. NICHOLS.
MISS MARY E. REMINGTON.
MRS. AMELIA ROSENBERG.
ARTHUR H. WILLIAMS.

RECORD OF CASES OF SIX FAMILIES, TO BE DISCUSSED AT THE SESSION ON CARE AND RELIEF OF NEEDY FAMILIES IN THEIR HOMES, WEDNESDAY AFTERNOON, NOVEMBER 18, 1903.

CASE A.

In January, 1894, Mr. A, an immigrant, aged 34, a ladies' tailor, who arrived here in 1877, was given a "charity" order to bury his child. In the latter part of 1898 the man was in a hospital, while his wife was nearing confinement. At that time there were four children in the house (the oldest a boy of seven), also applicant's mother, aged 74.

September, 1901, the man had been consumptive since April and unable to work; his former employer, with whom he had earned $13 a week, gave him $25 to pay for rent, doctor and medicines. The family was in destitute circumstances. The applicant was advised to apply for admission to a sanitarium for consumptives. During the same month the woman became ill and the family had to be cared for, as there was no wage-earner in the family then. In November the man was admitted to the sanitarium; the wife, who was in quite a nervous state, was left with the five children, the oldest suffering from diphtheria. She was "pensioned" to the amount of her rent and supplied with food and fuel, while another institution gave her $5 a month additional.

In January, 1902, the man left the sanitarium and asked to be established in business. It was deemed advisable for the family to leave the city and open a business in some small town, where the climate would prove beneficial to their general health. Mr. A visited Lowell, Mass., and other places in May, but returned to New York without having accomplished anything. The doctor's diagnosis was that the woman was anaemic and unable to work. The applicant asked to be established in a dry goods business, and in connection therewith he wished to take orders for ladies' skirts, altering and repairing. He thought that his wife could assist him in making up ladies' wear and children's dresses. To enable the family to become sulf-supporting, it was decided in August, 1902, to grant him $175 with which to establish himself in above-mentioned business. Doctor's diagnosis in September was that the man could not operate a machine, and that he had pulmonary tuberculosis. The earnings were hardly sufficient for living expenses. Business was dull and they were unable to meet their rent, $20 a month, so once or twice it was paid for them. The family struggled on until the house in which they lived was torn down and they were compelled to move to new quarters.

February, 1903. The family which is very respectable was moved by private aid, and the case was again referred to the relief

visitor. They have been receiving $13 per month for rent and $6 weekly for living expenses, as neither man nor woman are able to work. The latter, in fact, has been suffering from hysterics for several years. Now it is proposed that the man re-enter the sanitarium. In the meantime the whole family is being cared for.

CASE B.

Mr. B, now aged 38, a peddler, arrived in this country in 1893. In his native town he had conducted a cotton factory for six years and was making quite a comfortable living, till forced by certain circumstances, not connected with his own career, to sell all he had for a mere paltry sum and to emigrate. On his arrival in this country he was in full vigor and healthy looking. He was only recently married and had $125, with which he opened a small wood and coal yard.

April, 1896. After a hard struggle he was forced to give up his business and engaged in cracker baking. June, 1896, the man was sick and was threatened with a dispossess. It was found that Mr. and Mrs. B were very respectable, but felt depressed by their business failures. Their rent was paid and work was found for him, but he did not keep the job any length of time. In December the applicant again applied for assistance toward obtaining a peddler's license. Ten dollars were granted for that purpose, but on condition that he should henceforth endeavor to work out his own salvation.

During 1897 very little relief was given to the family, since it was quite small then; and, though at times they found it almost impossible to cope with circumstances, it was deemed advisable to withhold relief lest they should become more and more dependent. During the latter part of the year, when the woman was confined, maternity relief was given. In the meantime the man was engaged in various occupations and managed to get along.

March, 1898. Mrs. B became quite ill and as she had to be taken to a hospital, the husband was left in charge of the two children. Again the Society was obliged to aid him. In Sep-

tember, aid was refused to the man on the ground that he was healthy and strong. By the latter part of the year, the woman would frequently succumb to hysterical fits.

In March, 1899, the applicant contracted a cold while shoveling snow and was laid up for two weeks. Later on, efforts were made to secure him some work, but without success. Again the woman became ill and was taken to the hospital in July, but remained there only one week, returning home in worse condition than before. A diagnosis of the man's ailment in September showed that he was suffering from chronic bronchial catarrh, as well as general debility, but was in condition to perform light work.

From January to April, 1900, relief was refused, but Mr. B seemed to have lost all energy by atrophy. In May he was given $17. Two months later his wife gave birth to twins, and in October she was taken to a hospital where she remained till December. Mr. B was given a peddler's license and some money to purchase stock, and again he failed. Further relief was refused; but in June, 1901, one of the twins died, and the case had to be reopened temporarily. Mr. B then managed to get along quite well for three months by peddling fruit and pressing grapes for wine.

Mrs. B again bore twins in January, 1902, and a little later, one of the children was attacked by measles. In April, she was suffering from chronic heart trouble, while the man could not hold a job for more than a few weeks. It was proposed to have the children committed and to place the woman in a hospital, since she became very morbid and was suffering from a ruptured intestine, but the Society deemed it advisable to leave the matter to private charity. In October, $18 was granted for a small stock of goods, and with that aid Mr. B supported the family until the middle of December, when $18 more were granted. In the meantime one of the twins had died.

1903. During the past nine months no change for the better has taken place in the condition of the family. Another one of the children has died, and the misery is as great as ever. The breadwinner appears wretched and miserable and is becoming

almost incapacitated for earning. The woman is about to be confined; the spirit and hope of the family seem to be broken down, and solicitation of help has grown into a habit.

CASE C.

In August, 1900, Mrs. C came to us with a story of intemperance, neglect and cruelty on the part of her husband. She looked frail and was ill from worry. He was strong and capable, but idle. They had been ordered to leave their rooms on account of his noisy, disorderly conduct. She said she could not stand such a life and asked aid to take new rooms and advice regarding her husband. She had had him arrested but it had made no impression. There were three children under working age, the youngest but six months. Mrs. C was nervous, much run down and needed rest.

She was advised to allow the landlord to dispossess them and let her husband look after himself. A friend offered a temporary home to the oldest child, and it was suggested that the second one be committed through the Department of Public Charities and a situation in the country could be secured for her and the baby. Meantime the woman and children were temporarily sheltered. It was learned that Mr. C had a bad record and had twice been sent to the Penitentiary for cruelty. The wife was advised that if she were placed in a good situation it would be unwise for her to live with her husband again. She apparently realized this and was positive she would never live with him again, but before arrangements had been completed for the boy's commitment, her husband found her and persuaded her to give him another trial. He procured work and they re-established themselves.

Two months later Mr. C called, said he had been idle about a month, could find no work and would like temporary assistance for his family. Mrs. C and the children were found in unsanitary basement rooms, one child ill in bed and the baby ailing. Proper medical treatment was obtained for the children; a church visitor was secured who paid a month's rent in new rooms, and

we supplied some work to Mr. C, who worked industriously but came to rely upon it, instead of exerting himself to find something more permanent; and the privilege was withdrawn.

The oldest child (a girl) went to work in the spring of 1901. Her father at that time had steady work and earned $10.50 a week, but just when the family gave promise of being self-supporting, he lapsed into his old habits, and our visitor found the home suddenly broken up, a rent debt and bad record left with the landlord. For a month we were unable to locate the family. We then heard that Mr. C had been sent to the Island for bad conduct and Mrs. C and daughter were begging of ladies in one of the churches. Mrs. C was interviewed and accepted temporary work which was offered her. Her trial showed that she was capable of doing the work but she complained that it was too hard and she did not care to attempt other employment except such washing as she could do in her own rooms. It was thought well to try the experiment of sending her with the two younger children to the country through the month of July, giving her complete rest with the hope she would do well on her return. When she came back in August, however, she refused such work as was offered her, the church visitor lost patience, refused to do more for her and finding she would not heed our advice, it was decided to leave her to her own resources, and we knew nothing more of her until August, 1902, when she asked for our help. She reported she had not lived with her husband during the past year, that her daughter lived out at service and helped pay her rent. She had worked irregularly but was then without employment and they needed food. Emergent relief was procured. The district nurse believed Mrs. C to have symptoms of consumption. She had every appearance of it and was certainly unfit to work. The church visitor was discouraged; Mrs. C's excitable disposition, peevish manner and failure to follow advice gave little promise of future improvement. The church agreed to aid to a small amount, but would only do so through this Society.

Mrs. C was persuaded to undergo a careful medical examina-

tion. No organic trouble was found but her condition was due to lack of proper nourishment. A regular supply of milk from the Straus depot and a tonic were obtained, and a week's fresh air outing at the seashore. On her return, it was decided to try the effect of mountain air. Mrs. C was apparently pleased; a suitable location was found, board engaged for her and the two children for a stay of five or six weeks, but when all details had been satisfactorily planned, the hour set for them to leave, some suitable clothing provided, tickets bought and arrangements made for luncheon on the way, Mrs. C told our messenger who called to take them to the train that she had decided to give her husband another trial; that if he kept his promises she would be well cared for and they could manage for themselves. This determination caused much additional work, and then three days later she appeared in distress, "her husband had come home very drunk, disgraced her in the house." She felt she had no friends and was by turns unreasonably abusive in her talk and pitiful. She was advised that her chance to gain strength rested upon her having change of air and scene and she would even then be sent to the country as previously arranged. She was allowed to consider it, but next day refused the offer, saying she was afraid she would not be allowed to come back; that she would never give up her home. She said she would manage.

From October, 1902, until March, 1903, we lost sight of her. Then Mrs. C again came to us, condition much as the previous year; her health poor, daughter working and husband appearing and disappearing as usual. She was persuaded to go to a convalescent home in the city for a time and the children were placed in a temporary home. Later she was sent to the country, where she remained nearly a month. It was found that she was entertaining her husband at intervals. She would not accept the medical care she needed and it was decided to abandon further efforts, at least temporarily. With her many weaknesses, Mrs. C has excellent traits. She is devoted to her children who have endeared themselves by their good behavior to all. Those who

have employed Mr. C think his drinking habit has become a disease. He is re-employed from time to time because of his good work. Mrs. C seems now to give promise of accepting his ill-treatment, separating from him and returning to him again, to the end of time.

CASE D.

Thomas and Mary D, English, known from January, 1896, to November, 1901. Man 34, woman 29; four children, the oldest nine years, and the prospect of a fifth. Claimed the man, a cooper, had been unable to secure work at his trade and had worked irregularly along the docks; wife had aided towards the general support but could no longer work. By pawning their goods they had supplied fuel, food and clothing, but could not meet their rent; neither man nor woman had work, their only dependence being what the oldest child, William, earned by selling candy. A minister and a mission worker considered Mr. D sober, honest and industrious, but unfortunate about securing work. At previous addresses this good record was contradicted, Mr. D being reported as quite able to support his family, spending his money for liquor instead. It was said he had relatives who would do nothing for him on account of his intemperance.

In January, 1897, a gentleman notified us that he had met William selling candy on the street, almost frozen. William and Richard, the next child, were kept out of school to make sales of candy or papers. Our visitor found Mr. D idle, rent in arrears and learned that the gentleman who had met the boys had provided them with mittens, shoes and a good dinner. To our District Committee Mrs. D reported her husband a good man but easily led into bad habits by men along the docks, but at that time he was not drinking, had signed and kept the pledge. She claimed they could not send the boys to school as their earnings were needed for food. Clothing for the woman and children, through the King's Daughters, and woodyard tickets were given Mr. D and he was urged to more permanent work. The relatives here and abroad were conferred with through our

correspondents, but they either refused or could not aid now. Their charity had been worn out. That man's intemperance had caused the loss of good situations in England, but he was an excellent workman when sober. A doctor was secured and a nurse from the Nurses' Settlement, but Mrs. D subsequently decided to go to a hospital, where the fifth child was born in May, 1897.

In July Mrs. D made bitter complaints, not only of her husband's drinking, but of his cruelty to her and her anxiety to be separated from him, but was deterred by lack of money to pay a lawyer's fee. A member of our committee, who was a lawyer, advised against a legal separation, as D was not working and had no income. Day excursions were provided for her and her children during the summer and the older children were also sent to the country for a prolonged stay.

The baby's death and Mrs. D's resulting illness sobered the husband and he kept at his work, but as soon as she improved he fell back into his old ways and his vacillating between intemperance, abuse and temporary good behavior, Mrs. D now threatening to leave him, now overlooking all on his promise to reform. On one occasion, after he had beaten her, a member of our committee warned and advised him he must take the Keeley cure. After a short period of decency and the usual failure, he was sent to the workhouse for a month. During this period a friendly visitor kept in touch with the family, Mrs. D had some office cleaning for part of the day and managed well. As soon as D got home he attacked his wife and threatened to kill her. She spent the night in a lodging-house. The next morning, upon our advice, he was arrested and sent to the Island for six months.

In December, 1897, the children were ill with scarlet fever and were removed to the proper hospital. Mrs. D was moved to more sanitary rooms and warm clothing was provided for the children by means of private aid. D wrote penitent letters and begged for his release; she stood firm, however. Finally, in accordance with our plan, he agreed to enter a Home for Intemperate Men if she would ask for his discharge. Before any change had been

once more to persuade her to secure his release ions, but failed. On April 26, 1898, he was placed t institution, where he remained until June. Soon after eturn an excellent situation was offered him in the country, e he could have good steady work and a good home for his y, with facilities for raising vegetables and fruit. He ed to go, but about the time to move he refused, saying he found work for himself. This he soon gave up upon unrea- able excuses and depended again upon the Society for oyment.

e oldest boy, who had been abused by his father, refused to at home if his father were to be there, because his earnings being spent in liquor. He disappeared and was away for er a year. Meanwhile Mr. D was drinking and abusive, his wife discouraged, nothing had been heard of William and she d to have the two other boys placed in an institution for six nths or a year; she would then take one room and with the r child could manage. Letters were sent out to carry out her lan, but in a week she asked to have no further action taken in that direction, as her husband had threatened to kill her if she disgraced him by putting the children away. Renewed efforts were made to bring about some lasting benefit. Mrs. D was induced to attend the Mothers' Meetings, and for a time all went well. After several periods of reform and lapses, Mr. D moved his family to Brooklyn, and, except for an occasional friendly visit, our care ceased.

In November, 1901, our friendly visitor reported Mr. D was at work, doing well; two of the boys were working. Since moving to Brooklyn Mr. D had gone back voluntarily to the Home for Intemperate Men and had remained there for a time. He had kept strictly temperate from February to November.

CASE E.

The family of Mr. E consists of husband, wife and six children—four girls and two boys. Oldest child, girl about 13 years, youngest, about 1 year old.

The man commenced to drink about six years ago, but his wife bore with him until forced to place him in an insane asylum for some months, about four years ago. After his return he would give the commitment as the cause of his ill treatment of the family, contributing very little, and giving much trouble. Three or four times he has been sent to the Workhouse. For the past year he does nothing whatever for his family, except to annoy his wife, coming into the house in her absence and stealing things that he could sell to obtain drink.

He professes most ardent love for his children, but neither that nor the admonitions of friendly persons, have stopped him in his downward course, so that he is now a "tramp."

At first the wife received relief from two different societies, and acted as if she would live on charity, as she had so many small children. Friendly visitors, however, caught her in right time, and brought her to a better state of mind, and little by little she has so improved in the past three years, that she seeks relief only in times of hardship, as sickness, or want of work, etc. This is given by a private person, so that for nearly two years she has not sought any public relief, except from the Summer Fresh-Air Funds for her children. She is a young woman, being about 30 years of age, and seems ever in the best spirits despite the evident hardships of such a life, as her whole income cannot be more than $30 a month. She works in offices, morning and evening, and does laundry work the remainder of the day, from 9 to 5 o'clock.

She would never listen to the sending of her children to an institution, although she is their only support, and cannot expect much help from them for some time, as the three oldest are girls. The eldest girl is a veritable little mother, and has taught the other children to do much for themselves, and thus relieve the mother.

Mrs. E's cheerful disposition has brought her through many trying times, and has made her home a pleasant abode for her children despite their poverty.

CASE F.

F, wife and seven children—five boys and two girls; old-
y, 16 years; eldest girl, fair-haired and handsome, 13 years;
gest, 3 months. The family is quite affectionate, as the
band is ever excused by the wife. They are not addicted
rink sufficiently to assign it as a cause of their misery. The
n is a laborer, can earn $12 weekly when he works. At last
counts they were living in two rooms and were simply
ting.

ne family has been forced to move many times and has little
niture. It is not cleanly, fails to pay rent, etc. The man
somewhat lifeless, though strong and healthy, is fairly well
ken, but cannot keep a job more than two weeks, when the
ell of laziness comes on. This brings about want, as his wife
not over strong, and seldom, if ever, even thought of working
t to make ends meet. When without means she makes ap-
s for aid, and for nearly ten years has lived by amounts
s received, with whatever her husband brought in. They
have appealed every place, but when the relief came through
only one agency, and that a severe one, he would work. They
have been relieved for the greater part of every winter for the
past ten years. During the past two years they have received
much less in order to make him feel the need of caring for self.
Place after place as a laborer was found for him in the begin-
ning, but he has been able to find work himself when forced
to do so.

His father had something of the same disposition—irresponsi-
bility, giving up his job when he felt any way tired or fatigued.
For several months, nearly twice a week, the same friendly
visitor went to the house in order to build up character and
inculcate cleanliness by word and example. The little girl, after
a long time, started to clean when the visitor came in sight.
From week to week they were visited on account of the chil-
dren, but very little progress in self care or energy could be
noticed, as they could see no reason to progress—they were

content. The man would disappear at times of increase of family, perhaps to give his wife a chance to excite sympathy.

At times it was thought necessary to break up the family for the benefit of the children, but the parents would plead so hard that they were not taken. Relief has been given, as stated, character building by persuasion has been urged, and while some advance can be noticed, the family is not beyond the line of occasional relief seeking. The family visitor had much to do in this case and, doubtless, by her remonstrances prevented many appeals for help, but as soon as the hand was off the bellows they collapsed again. To send the man to prison would not benefit the family, as it would not supply the corrective needed. To send the children to institutions would probably be better, but the ties of blood and bonds of affection would be wrenched, and we cannot say that they would be any better off than under the corrective influence of the visitor, and of the school which they were obliged to attend.

MORAL SAFEGUARDS AND RELIEF GIVEN.

By Reverend D. J. McMahon, D.D., Supervisor of Catholic Charities of New York City.

In opening this paper on "Moral safeguards in the giving of relief" I desire to emphasize that part of the Chairman's report that there are many cases where it would be an intrusion and an injustice to do more than to give the material relief that is suited. There are people upon a perilous bridge, and the temporary assistance will bring them to the safe and sure land again. Investigation soon proves where this dictum of silent giving should be carried out and where neither advantage can be gained nor charity be increased by any dole of sympathy or moral suasion.

After we have had some dealing in the care of needy families there is not very much danger of giving too much material help. There is rarely an overstocked treasury for their care on the one

l the danger from experience of retarding the uplift of or on the other rather inclines us to be inadequate in our ving. Selfishness is so ingrained that where proper dis- nation has been made we are apt to favor the debit side of balance sheet, and not give such material relief as might the needy more quickly to their proper economic stage. It e tradition of the alms-dole that clings to us and which we t may be changed with time, so that the fear of giving e material help will vanish in the clear light of the benefit erred.

is will be a matter of education until the principle is carried practice. It will depend in some measure upon the answer e second question. Shall we depend for the care of the needy on special appeals to be made as different cases present them- lves, or shall we have a treasury gained by the general appeals. is latter would be the solution if all felt the obligation to rform works of charity. When the duty of giving something our means shall have regained the place it formerly held, then ecial appeals may not be needed. To-day, however, there are too many who do not regard the matter as a duty of conscience and hence need to be aroused to the care of the poor and the neglected by some petition to their feelings and emotions. Well organized charitable bodies whose work and worth are recognized will ever receive from some contributors, but that large class who are unaffiliated either with the church poor or the benevolent society poor require these special appeals to interest them. That there are dangers in these special appeals all will recognize, but the good effected outweighs the disadvantage.

The material relief alone is required in some cases, but in most of the needy families the moral relief is required if the cause of their need would be removed. Charity to the helpless dependents, as are children, requires the moral care to go with the material aid and ofttimes to extend for a longer period. It is demanded above all that the alms must be discriminate as prudence demands. We are so wont to regard this discrimination as the product of our age that I will dwell upon it an instant. The

demand for it in our generation is the revolt from the well-known and indefensible system generated by the English poor laws from 1763 to 1834. Long before, however, discrimination, which as a product of the cardinal virtue of prudence comes under the moral care, was oft demanded.

Isidore, the Archbishop of Seville in 610, said in his instruction, "A dispenser ought not to be prodigal but discreet." From Thomas Aquinas, the Chief of the Scholastics about 1250, comes the verses, among others:

Largi quamvis Eroganda
Prudenter et moderanda
Pro cupisque copia,
Hic Dominus es bonorum
Ut quaedam sint egenorum
Et quaedam Ecclesiae

Translation.—Tho' wealth should be given largely, yet prudence and moderation should temper it according to the rightful needs of each. Thus let you be Master so that some to the Poor some to the Church shall be given.

In the Magnum Speculum, a work of the XIII Century, is given the supposed torment which the false or improper beggar suffered, and the Monk says in conclusion: "Brothers, it was only a small crust given to you in alms, see how injurious mendicity must be to your soul."

In the pictures of Murillo and Cespides, representing St. Thomas of Villanova relieving beggars, we find that these are only the maimed, the halt and the blind. In the writings of an author of the 10th or 11th century is given a story of an apparently healthy woman who sought alms from St. Peter. He questioned her right to receive and she then showed that she had lost her arm and thus could not support herself. At the period when the Monasteries gave so liberally, their beneficiaries were ever the townspeople known to them. In 1350 a French ordinance forbade alms to be given to anyone who could work. John II of

Portugal founded the Hospital of All Saints for the maimed and disabled, when he suppressed all alms-giving. It was then a period when all had to depend upon the fruits of the earth in great measure for their subsistence. After the Black Death the rule of not giving indiscriminately was most rigorously carried out so that imprisonment and even death was the punishment.

These few instances show that the full measure of discrimination suited to the time and the people was observed in the period which true history to-day begins to show forth in brighter colors than formerly. Discrimination, however, applies particularly to the granting of material relief. To benefit the needy family, to raise them from the condition of struggle to self-respecting citizens; material help will not always suffice. "The inculcation of habits of cleanliness, sobriety and thrift, as stated in the report, may in themselves suffice to change a dependent family into one that becomes forthwith self-reliant and self-supporting." To bring out this self-reliance, to develop self-respect, the character must be improved; the mind—the judgment—the will must be improved, and this can only be accomplished by moral measures. That there is little character is because of the want of strong motive power, both external, as environment, and internal, as proper training and heredity.

The mind must be brightened to see brightly; the judgment to weigh properly; the will to act justly. This cannot be always done without bringing out in full emblazonry or subtly inculcating the motives suited to each case that lie at the rock bottom of true life.

To remove the cause which developes the need of charity the character must oft be improved, which requires true moral teaching. Punishment may be inflicted upon those who are guilty of intemperance, shiftlessness, sloth or cruelty, but they cannot be improved without moral influence. The words of Ozanam are as true to-day as sixty years ago when uttered: "If you intend the work to be really efficacious, if you are in earnest about serving the poor, you must not let it be a mere doling out of alms, bringing each your pittance of money or food;

you must make it a medium of moral assistance, you must give them the alms of good advice."

We may, however, as is oft done, divide this work among the relief giver and the friendly visitor, but there should be the fullest cordiality between them. Moral teaching to be continuous and to be effective cannot well be given without treading upon the grounds of religion. Morality may be taught without religion and have some efficacy for a time with those who are well situated in life, but it will not do for the poor and the needy—the more so if they have been taught the truth of the complete interdependence. We know that the so-called system of independent morality has been gaining greater vogue in our day than when Thomas Hobbes first stated "The distinction between good and evil is created by the laws of the State." Other philosophers since his time have endeavored to popularize a divorce between morality and religion, and Herbert Spencer in his work "Data of Ethics" writes "Now that moral injunctions are losing the authority given by their supposed sacred origin the secularization of morals is becoming imperative." In 1892 he is elated that this view has gained great headway. When the statement is made by Seeley, one of these independent moralists in the symposium on "Ethics and Religion" "we must all alike hold that the Christian teaching of the present day is insufficient, exceedingly insufficient," antagonism is naturally aroused against any plan that would tend towards this separation.

Religion gives the real sanction to the moral precepts, and whilst man may obey his reason without looking beyond its sanction and the sanction of his fellow men, such a condition can never prevail universally.

A man may act, says Fox, upon the dictates of his conscience and obey the laws of duty without challenging it for its credentials; he may recognize the binding force of the *ought* without asking whence it is derived. He may be sufficiently enlightened, and so little under the influence of his passions, that the superiority of a life led according to his rational nature will

to him with sufficient weight to incline him to

tetus, we are told, was such a man. There are many such f to-day who have rejected Christianity, but who have ıed all the moral code which it has developed; who live ı environment which it has created, and who have engrained ıeir character much of its influence, derived from the regis- d experience of their ancestors. Others are so little given eflection, or to questioning their motives, that the appro- ın which society gives to the moral standard suffices to re their obedience. But when we remember how univer- the religious motive has always prevailed and how it may ıplicitly involved in domestic or social authority we doubt re can be many of this latter class.

To place the teaching of morality needed among the poor and edy on a purely secular basis will never be countenanced by charity workers. The sanction of religion must enter, for side the great error of such a principle, as many will ever d it to be, there is in too many cases little other practical manner of securing attention to its precepts.

Many among the workers in the field of charity feel quite keenly on the subject and many among them are making sacrifices so that the education of their children shall be fully rounded up in religion, morality and secular training together. That this view of education has not been generally accepted all will agree, but the swell is growing louder and louder in its favor and the hope is not far apace that another generation shall see the union effected so that religious training may be more general with the secular instruction of children. By the busy, overworked, ignorant, or vicious parents, the proper character building of the child must be left to other hands. If thus they would have the child trained, is there any wonder that they regard the religious as the truly strong and powerful motives to bring back the erring and to build up the weak? The two consequences of this view would be (1st) that the moral safeguards should be placed in proper position as much

as possible by a friendly visitor who is of the same religious denomination as that of the needy person. For the unchurched the visitor might better be of the denomination of the parents of the applicant. (2d) That there should be no proselytizing among those who are needy. It is unjust that the temptation to root out their old belief should be placed against the needed assistance. Whilst it is very unjust to the poor, it is likewise unprofitable to the church as they hold such proselytes only during the time of need. This moral teaching should be done by the friendly visitor whose position Miss Richmond has described in a work upon that subject. I would describe the duties in the following captions:

1. The work shall be long, earnest, prudent, and loving, so that it will have the true test of friendship, which is to think and act often as the friend would have us do. "It is a task that requires patience and study and thorough devotion," says Robert Treat Paine. 2. Shall material aid be given by the friendly visitor? I can see no reason for denying this, provided proper safeguards be employed. Indeed, in the great relief Society of St. Vincent de Paul, according to the words of Ozanam, already quoted, "You must make the material relief the medium of moral assistance." 3. The friendly visitor should have that magnetism towards the family as to draw out all the good in them; that friendliness that will cause her to make sacrifices to win their affection. 4. Mr. F. H. Bishop has an article in Charities, October 24, 1902, on the personal equation of friendly visitors, which speaks admiringly of having as visitor one who has gone through much the same trials as the family. 5. The friendly visitor should have very few cases, and only those where there is an easy, natural bond of attachment. The personal influence is as great as that of the teacher over the child, even more so, for in the child's case reason and affection are not so much enlisted as authority.

These general characterizations of the friendly visitor may tell us what person should undertake the duty, but no precise rule can be given for the fulfillment of the duties she under-

takes. What Mr. Frank Tucker has said in another connection may well apply here: "The causes of dependency are known and classified; the principles to bring the relief or cure are known; the methods by which these principles shall be applied must depend upon experience and common sense."

The main aim of the moral safeguards is to elevate man in his three-fold aspect:

1. There is his personal value, his intelligence, and his conscience.

2. There is his working value by which he obtains the prolongation of his person.

3. There is his reputation by which he is esteemed among men.

Whilst the moral influence is chiefly brought to bear upon the first, bringing truth to the intelligence and peace to the conscience, it can directly benefit the reputation and indirectly help the working power. Outside of sickness and accidental needs arising from economic reasons, as want of work, poor pay, etc., the broken families calling for help may be divided into three classes: 1st, aged couples; 2d, families without the fathers; 3d, families where drink, sloth or shiftlessness brings poverty. The moral treatment is naturally different. For the aged couples patience must be instilled. Day by day the number of these couples is increasing, and we have reason to fear that the old-time reverence for parents is being rubbed away in the grinding struggle for the mighty dollar. The duty of grown children to care for their parents, demanded by the moral law, recognized by legal statute, should be more rigidly enforced. The parents themselves are ofttimes realizing in this neglect their own past disregard of the proper care and love of the children—they are reaping the whirlwind of their own sowing, and patience only can be inculcated. Mother is the safeguard when the father is dead and the family is kept together, whether the mother goes out to work or simply receives help. The children are here the objects of the greater consideration. For in the question of moral relief the future must ever be regarded. Economically, the mother might win out the necessary means to support her children, but

what will be their future without her constant surveillance? The children of the poor are more apt to be surrounded by evil and thus lose the intensity of aversion for it which by degrees brings them into evil ways unless carefully guarded.

> "Vice is a monster of such horrid mien;
> That to be hated needs but to be seen;
> But seen too oft, familiar with its face
> We first endure, then pity, then embrace."

Thus the present economic gain may be made at a greater future loss in the children.

In the moral treatment of the third class, viz., where drink, sloth, or shiftlessness occurs, there is need of persistent action. Nor shall we always succeed, for there seems to be some reason in the division of idiots in mind, idiots in will, and idiots in conscience. "For you may lead the horse to the water but you cannot make him drink." So may you bring every proper coercive measure upon some of this class, but he may still cry out "Non serviam," I will not obey. Shiftlessness and sloth may arise from the temperament, or from physical causes, and the suited remedy must be applied. Education of the will is here the duty. Here instead of large numbers in a class, each individual is a class, and we come into these conventions to renew our acquaintance with the principles in the care of individuals.

We may help to cleanliness, to temperance, foresight, courage, patience, and when the interior virtue has been engendered we may be sure that the exterior will soon blossom out in fruitfulness. Cleanliness should ever be inculcated, but we should put aside the notion that it is a necessary attribute of Godliness, and condemn as evil all who simply need a training which this country has idealized into a sacred virtue. The poor are not a class apart in anything, except in want of means brought about through the "hand of God," or through moral weakness in the three great vices mentioned above.

How much of poverty could be prevented if each family could be guarded at the first step downward, but whilst free will is ours

we can never seek for much paternalism. There shall ever be poor in the land, no matter what the moral or economic conditions may be, for some will ever abuse the gifts of nature, and others will be tried in the furnace of tribulation.

For us who are endeavoring to bring to order the scattered forces and to throw the sunlight of favor around the poor and needy, let us be mindful that our aim is to make their lives honest and moral, and their sentiments and characters better for themselves and their fellow men.

ON CASES.

Do what we will there will be some creeping vices, for all are not made to stand alone, nor are all families, but there can be no doubt they can be made more self-reliant by moral suasion.

In cases of sickness and ill health, moral relief is only to supply patience amid the trials of their life, and the rebuffs that oft meet the applicant. So only could the case of "A" be treated. Reasonable care was surely taken. There must be the lifters and the leaners in this world, and one to-day may be up and independent who through reverses not always arising from bad judgment, becomes to-morrow a recipient of charity. "There is a divinity that shapes our ends, rough hew them as we will."

In the case of "B" moral relief could have been used, though if the lesson be brought in upon a person without a monitor, it is oft more efficacious. This was doubtless the reason for denying help at times. The friendly visitor in his case would have much to do to bring about a cheerful view. It is a difficult case and needs the extirpation of depression for the sake of the children's future. "Burton's Anatomy of Melancholy" speaks of such cases.

In the case of "C" we have a drinking husband and an easy-going wife. He must be hauled up at times against drink, but, unless to save his wife and children from cruelty, I would not recommend prison. It is apt to destroy all self-respect. If possible, a sanitarium. Both for him and for her the moral safeguards are plain enough, but how difficult to bring them to appli-

cation surely depends upon the mastery of the friendly visitor. Here would be needed constant and frequent visiting, with perhaps success only half obtained.

"D" drinks. That to a weak nature means constant temptation, and the great advantage would be, if agreed, to work in the country. His prayer should be "Lead us not into temptation."

"E." As I view this case, now after some years, a mistake was made in not having some patience before putting him in prison.

For some men in drink are jolly, good natured, others are sleepy and heavy, others are abusive and cruel. The different kinds of dispositions manifested by drink are described in a book on "Difference in Joys," or some such title. To cruelty has been added complete loss of self-respect. For the woman her cheerful disposition has carried her through admirably. Need, however, of a friendly visitor to buoy her up.

"F." Easy-going wife; shiftless husband. In this case we have almost an idiot in will power, for resolution would be made only to be broken. The moral suasion could have its effect only upon the children. The parents could not be improved. Unless the report of the New York Herald recently be untrue Dr. Stebbins, secretary of the Microscopical society, has found the germ of laziness. It is called the *Unicaria*—for whose extinction constant purgatives are required. It required the utmost patience not to give them up entirely, and it would have been done very often were not the future of the children regarded. They have been much benefited by the interest taken in them, and are saved somewhat in spirit from what their depressing conditions would engender.

The discussion of Dr. McMahon's paper on "Moral Safeguards to Material Relief" was opened as follows by Miss MARION I. MOORE, Secretary of the Associated Charities, Syracuse:

Though reiterating much that has been said on the subject presented, permit me to say a few words in defense of material relief and so-called substitutes and their relation to one another.

The committee in its report well says there are no substitutes

for relief, which is true. If a man is hungry and cold, nothing but food and fire will satisfy his wants at that time, but there are preventives, and I take it that that is what is meant by the words "substitutes for charity," which when made use of will in most cases prevent one from getting into a condition of want.

Material relief is needed at special times, and at all times all the remedial measures that can be brought to bear to arouse the energies and to form character so that at least one step forward is taken.

Applicants to a charity organization society may be divided into four classes:

First. Those who, after their immediate wants are relieved, need the application of preventive measures or so-called substitutes to arouse their energies in order that they may regain the normal condition of self-reliance and self-support.

Second. The large number of unfortunates, such as widows with small children, the physically disabled, either temporarily or permanently, who require and must have material relief, some for a short time, some for a long period. Some need restraining influences to regain their self-reliance and self-support, while others have that within them that they naturally rebound to the normal condition.

Third. Those who have so entangled their family relations and financial affairs that they need the advice and help of an outsider to straighten them out, and who if it were not for this helping hand might become applicants for relief.

Fourth. Those who think they need assistance but when refused find a way to care for themselves.

A long acquaintance with the needy and a study of records extending over a period of twenty years convinced me a few years ago that relief in itself was not as enervating or pauperizing as I had been taught. It showed me that material relief was only one of the many deterrent factors that were dragging people down. Just as there is a unity of purpose underlying all

the agencies which create and preserve a well balanced family life, so is there a unity of action underlying all the elements which break down character and family life.

One welcomes the present discussions on material relief and the attempt to reach underlying principles. In the past organized charity workers have too often denounced the giving of relief, forgetting that it should be granted under certain conditions, or they have left the giving of it to inexperienced or untrained persons. One welcomes the attempt also to ascertain if relief given in greater amounts—at least in some cases—would not be the means of the complete restoration of the family.

In the granting of relief three safeguards are very essential; thorough knowledge, judgment and regular continued oversight.

Too thorough an investigation whereby the habits and characteristics, as well as the actual need of the applicant is learned, cannot be made. Only as we are thoroughly acquainted with the attitude of mind and peculiarities of the person or family can we estimate what effect relief will have—whether it is wise to give it, or whether there are resources within that may be undeveloped, so that recourse to material relief may not be necessary.

Judgment based upon common sense, combined with experience, is most requisite; also trained intuitiveness; lastly, the friendly oversight and ministrations of a volunteer visitor so aptly described in the paper we have just heard.

I agree with the last speaker that religion and morality are the foundations on which we must build all our work, and they cannot be separated from the secular or material side of the work, but I do not agree with him that the visitor should be of the same religious faith as that of the needy person.

After all these years of working together have not the various denominations learned to have confidence in each other? Have they not gotten beyond the belief that in order to serve another they must be of the same religious belief? Must we still talk against proselytizing? It seems to me the various denomina-

tions are coming together and are recognizing that religion is not a system of doctrines and dogmas, but it is only putting one's self into right relations with God. I believe that the visitor can and should, through actions as well as words, inculcate the simple religious truths, accepted by all churches, which lead to good, honest lives, but that no pressure whatever should be brought to bear to secure attendance upon a particular church.

The Chairman suggested that as the hour was late the general discussion might be postponed until after the reading of Mr. Devine's paper.

ECONOMIC ASPECTS OF MATERIAL RELIEF.

By EDWARD T. DEVINE, Ph.D., General Secretary of The Charity Organization Society of New York City.

Are families dependent because of moral delinquencies, or because of economic shortcomings? If it is the former, the remedy lies in the hands of priest and preacher, of teacher and parent, of friendly visitor and spiritual guide. If it is the latter, the remedy lies with employer and fellow-workman, with law-maker and administrator, in the slowly changing habits of the makers and the users of wealth, in the schools and in the homes, not so much in their aspect of teachers of morals, as in the training which they give the young in useful trades and occupations, in the development of habits of thrift and industry, and application and good judgment in the use of money, and in all good economic traits and qualities.

We shall hardly decide this fundamental and momentous question by the mere examination of case records, or by practical experience with dependent families. The difficulty is that in every case that we encounter, in every application for relief that we consider, in every poor family that we come to know, we do find some moral delinquencies, and we do find some economic shortcomings; and, to speak frankly, it depends more upon us who judge than it does upon those particular persons whom we would

judge whether we attribute their poverty to their faults or their misfortunes, to their inefficiency or their perversity, to themselves or their environments. I need not cite the extreme case of the single-taxer, or the socialist or the prohibitionist, to show that it is possible for one to interpret all the apparently conflicting evidences in such a way as to exonerate humanity completely or to condemn it utterly, when all the time humanity is probably blundering along, deserving both praise and censure, in the most inconsistent and perplexing way. We are all prone in the same way to judge not objectively and according to the evidence, but according to our bringing up, according to our theories and our various points of view, being more or less charitable in our judgments, as I have said, not according to the merits of our friends who are being judged, but according to the smallness or the magnitude of our charity. And it was the Nazarene Jew, whose charity was infinite, who consistently carried this principle to its logical goal, and enjoined upon us that we judge not at all the merits and demerits of our fellow men.

I think that in the gracious ministry of charitable relief, it is quite possible to act literally in accordance with this injunction. We need not either formulate or execute judgments. We need not assume, or seek to prove or disprove the moral delinquencies of our poor. We may wisely confine ourselves to the attempt to aid in the solution of their economic problems, and may leave to the church in the exercise of its spiritual function, to moral philosophers and to ethical teachers, all questions of motives and personal merits and moral virtues and teleological relations. I think that we may quite safely throw overboard once for all the idea that the dependent poor are our moral inferiors, that there is any necessary connection between wealth and virtue, or between poverty and guilt, as we have already thrown overboard the opposite idea that in poverty alone there is some peculiar merit.

Those who have helped the families described by the chairman in his report could unquestionably learn useful lessons by a full exchange of experiences with Mr. A. and Mr. B. and Mr. C. and

Mr. D. and Mr. E. and Mr. F., not to say anything of the splendid qualities shown in the narratives themselves, brief as they are, by Mrs. F. and Mrs. E. and Mrs. D. and Mrs. C. and Mrs. B. and Mrs. A. and by some at least of their twenty-nine children.

When the members and managers of charitable societies, and all who give relief, either on their own account or for others, crowd together at the mercy seat to confess their sins, they may well make room in their very midst in complete fellowship for those who are receiving their alms, for in precisely that democracy of fellowship they will surely be found at the judgment seat on the last day, when the secrets of all the world are whispered and the hour for charity has forever passed.

I plead therefore for the consideration of the claims of the needy on an economic basis. What is the extent of the deficiency in their wage-earning capacity if there is one, and from what sources may it be made good without injury to their economic welfare? How may relief be made to raise their standard of living, rather than lower it? By what preventive policies may the community lessen the probability of dependence, and increase the number of those who are self-supporting at a reasonable standard?

I am very far from saying that the awakening of the conscience, the escape from vicious habits and the strengthening of character may not result in removing also the causes of dependence and pauperism. What I contend is, that in the great majority of cases that are regarded as suitable for relief, as deserving cases—to use a discarded phrase—the cause of distress is by no means certain to be a moral one, but is reasonably certain to be an economic one; that it has to do, in other words, with industrial changes over which the individual employee has little or no control, with sickness or death for which the bread-winner is not responsible, with inefficiency for which his parents and the community rather than himself may be to blame, with a deficiency in wage-earning capacity, judged by any reasonable standards, which deficiency may oftentimes be made good by outsiders without necessary injury or demoralization.

Now the cases selected by the chairman have certainly not been chosen with a view to enabling me to prove this with undue ease. It would have been quite possible to select from the files of any charitable society, widows or aged persons or families in which there is sickness only, and to have stated none but the pleasant features, the encouraging facts in the case records. But I happen to know that your chairman did not go about it in that way. He said to those who made the selections in the first instance that he wanted the hard cases, the difficult cases, the families in which it seemed almost impossible to get satisfactory results, the problems which would tax the utmost ingenuity and resources of the best people in this Conference to solve. And I submit that he succeeded fairly well in getting the kind as he desired. And yet consider these cases one by one.

Take that of the immigrant, who, seven years before, had been ill in a hospital at the time when his wife was nearing confinement and there were already four children under seven, who has now for over two years been consumptive, whose wife is enaemic and hysterical, whose employer had thought so well of him as to give him $25, the amount of two weeks' wages, and who was able to satisfy a self-support committee that it would be justified in lending him $175 to start in a small dry goods business. We come here first of all upon the question as to whether the immigration of a family in this condition is advisable at all, strictly an economic question, but I waive that for the moment and assume that they are here. Here, bear in mind, where they are compelled to enter upon new occupations, to learn a new language, it may be, to appeal, probably, in any misfortune which they may encounter to strangers. They are stricken by illness, not once, but again and again, and in many forms. Twice only that I can recall have I myself been seriously ill, and I ought to be able to provide for myself, and I am, but both times the quick, spontaneous, neighborly assistance—material assistance—of friends lightened my burden, and effectually closed my lips to the making of any protest against the most liberal financial aid in cases of this kind. And I think that our problems in such a case as that of A's family

is to provide for their physical needs. We have no occasion to look for moral delinquencies. They may be there, but the probabilities are that the only moral delinquencies that have any bearing upon this case are among the ruling classes of the European or the Asiatic country from which our immigrant came, and among the health and sanitary authorities of our American cities which have allowed two members of the family to become infected with two communicable diseases, diphtheria and tuberculosis, rather than in the unfortunate A. and Mrs. A. and the four little A's under seven years of age.

Mr. B's case is similar in its origin, although here the industrial displacement, which we are distinctly told was due to circumstances not connected with his own career, the migration to a new country, the hard struggle which he is reported to have made, the depression resulting from failure, his unfitness for the new task which he undertook, the birth of two sets of twins within eighteen months, the illness and death of children, the serious illness and death of his wife, and his own constantly diminishing physical vitality, resulted finally in the breaking down of the spirit and hope of the family, and in the development of the habit of soliciting alms. Now that is most unfortunate, but can we say that it is unnatural? Who among us can be sure that his own hope and spirit would have survived, although many there are whose courage does survive, even in the face of such appalling and accumulated adversities? I know that Franklin says that the best way "of doing good to the poor is not by making them easy in poverty, but by leading or driving them out of it," but he also says that "it is hard for an empty sack to stand upright"; and when we seek moral remedies for a case like that of Mr. B. it seems to me that is like expecting an empty sack to stand upright. The failure of society lay in not making it possible for B., while he was still strong and well and had 250 roubles in his pocket, to get a start in some line of usefulness allied to the cotton factory which he had managed successfully and in which he had been able to support himself and his family. The initial difficulty was in his compulsory migration to a strange country. He was

evidently of that large class who are successful and self-supporting in their home environment, but have not the exceptional strength and initiative and resourcefulness which are essential to success in a new country. I think that the migration of such persons as this, persons whose industrial efficiency is under the average, should be distinctly discouraged; and if they do migrate, to escape greater evils, they may be expected to suffer unless capable, patient hands are ready to help them to get away from the crowded places and to get started in the particular industries in which they have some chance of success.

The cases of C. and D. are different and may be treated together. In both cases the drink habit is the controlling feature. It is not simply indulgence in an occasional glass, and the expenditure of a disproportionate amount of their income at the saloon. In both cases there is actual cruelty, abuse of wife and children and failure to provide for their needs, mitigated only by occasional relapses into good behavior, and the display of excellent traits when employed. There are subordinate economic aspects of both cases which it would be interesting to discuss. The breaking up of the family, the provision of temporary employment for husband and wife, the efforts made to restore the wife to health and the husband to sobriety; but time is short and I strike therefore at what is the crucial problem in both cases—the inebriety—the drink disease. We have here the greatest of all poverty problems, aside from that of sickness; the cause of a vast and immeasurable quantity of suffering and dependence and crime. Is it not time for us to attack it rationally and comprehensively and radically? Is it not time to abandon our absurd system of fines and short sentences for disorderly conduct and our ineffectual court orders directing the support of the family and imprisoning for a short period those who fail to comply? If we are not ready for the prohibition of the manufacture and sale of intoxicating beverages; if that imposes too great a sacrifice upon those of us who wish to use these beverages and think that we are not in danger personally of becoming victims of the drink habit, ought we not as an alternative to consider more seriously the

suggestion made in 1893 at the Chicago Conference,* that every person, whether rich or poor, who has become an inebriate, so that he is no longer a free man, is no longer discharging his obligation to his family, shall be brought before a magistrate, and on suitable evidence, such as would be proof, for example, of insanity, shall be committed either to a suitable hospital or sanitarium for treatment, or to the custody of a competent probation officer for care at home; and shall be kept under this judicial restraint and oversight until pronounced cured. This would be to deal with intemperance on an economic basis, recognizing the medical and legal aspects, and applying efficient and adequate remedies. If the prisoner or the paroled probationer, or the patient, as I should prefer in either event to call him, is able to work while under care, let him be employed, and if his family be destitute, let them be supported so far as possible from his earnings; but do not let him continue to destroy his own mind and body in an irresponsible way, or to continue to fail to provide for his family, until whether with or without his voluntary consent, society has undertaken to cure him of his malady.

The family of E. raises similar questions, illustrating my solution still more completely, for the drink habit is there actually aggravated to the point of insanity, and he seems mistakenly to have been permitted to return to his family as soon as the more violent symptoms of insanity disappeared, and without any attempt to deal with the appetite which had been its cause. The family of F., which you will be glad to know stands for finally, brings us to a different and yet constantly recurring problem, that of irresponsibility, shiftlessness, laziness, complicated, as it so often is by intemperance but not of an extreme type, such as would justify outside interference on this ground alone. Here, as is shown by the record, is the opportunity for the sensible friendly visitor, for the giving of no relief or of relief only on conditions which are easily understood and which are not too difficult for those who are confessedly weak to meet.

It is not perhaps the most lovely of moral qualities that are

*T. D. Crothers, M. D. The Problem of Inebriate Pauperism. International Conference of Charities, Correction and Philanthropy, Chicago, 1893.

lacking. Indeed even here, they appear to me to be rather economic than moral. There are a score of other things which in your own friends excite greater admiration and call forth more affection than thrift and persistence and application, which are the distinct traits that are lacking in our Mr. F. I have heard from the pulpit Esau compared to Jacob in terms which were far from complimentary to the latter. I have heard it pointed out that whereas Jacob was crafty, designing, and calculating, Esau was openhanded, confiding and ingenuous; and yet Jacob did have, among other qualities, precisely those which were needed in a leader of the chosen people. So it is here among our poorer friends. We would like, it may be, to see them affectionate, patriotic, open-handed and generous, and, so far as the records show, Mr. F. may have had all these qualities in a preeminent degree. And yet we recognize that if he and others like him are to discharge their duties toward those for whom they are responsible, they must become strong in their weak places. They must cultivate industry, economy, thrift. They must learn that "it is hard for an empty sack to stand upright," and that "what will support one vice will bring up three children;" and still more their children must learn bit by bit, those same elementary lessons—must learn them through the kindergarten, through manual training, through sound teaching in the home and in the school and in clubs; and later in life, if they have failed to learn them otherwise, it is right that they should learn them at the lips of personal friends who come to them when they are in trouble. The standpoint throughout, if help is to be kindly and effective, must be that of the brother and the equal; the one who sympathizes and would understand, the one who has faults and shortcomings and failures of his own to remember, as the best preparation for his charitable tasks.

Dr. ISRAEL AARON: I listened with delight to the paper of Mr. Devine, and I think my pleasure would have been largely increased had I not been conscious of the fact that I was to follow him. Indeed, I am very sorry to be in this place, to sub-

stitute for one so much abler than I am to discuss this matter. Mr. Devine has confessed that he had written his paper rather late. I will continue the confession. Yesterday morning, after some correspondence, he telephoned me that he was just about to write the paper. Late in the afternoon I came down to get the paper if possible. I did not discover him, but met a gentleman who had seen him. He told me Mr. Devine had asked for a program, and when asked why he wanted a program, answered that he had written his paper and wished to learn from the program what the title of it was.

In discussing this admirable paper it might be well to dwell somewhat on economy in material aid in the narrower conception of the phrase. I am sure the remarks which will follow the paper will be less a discussion of it but rather an emphasis and a commendation. As things go charitable efforts require funds and forces. A certain amount of money is always necessary in the material aid of the poor. It is, however, clear that the wise and careful use of funds and forces will aid charitable effort, while unthinking and reckless disbursement will retard and defeat its ends and invite confusion. The amount of money required for charity is less significant than the manner of its distribution. The greatness or smallness of the sum employed in alleviating the cripples of society is of minor consideration. The amount of money required for invigorating discouraged spirits, for helping those who are inclined to wander and dawdle away their time and fritter away their energies, for guiding those who do not seem to understand the utilization of their own powers—I say the amount used for such purposes is not a paramount consideration. For the amount so expended after all is but a very small proportion of what is used in the leading departments of life. It never approaches the biblical apportionment of one-tenth, and all money of that kind is easily found—all money for charitable purposes is easily found where the workmen show their capability of handling the subject with ability. The whole matter which has this afternoon been discussed centers more than anywhere upon the individuality and

the qualifications of those who come into immediate contact with the poor, the defective, and the degenerating. Therefore the chief tendency of charitable organizations to-day must be in the direction of education. From the inculcation of the proper conception of charitable aims, the proper ideas of the expenditure of funds and forces, come the most telling results. Let those who investigate—let the friendly visitor, those who are interested in charities, all charities, whether of community or church—let those who will engage in this work have the proper qualities, understand modern methods, be in themselves a combination of a lover of humanity, a religionist, a philosopher, and the question of the economic side of material relief will in a measure be solved. Those who visit the homes of the poor should become the intimates of the inmates of the homes they visit. That solves the problem. They must have the confidence of the mother of that home and show her how to make, for instance, an economic division of the family funds; show her that the highest priced commodities are not always commodities of highest nutrition. They must command the ear of the husband and the children and show them how to utilize their energies, teach them how to avoid the vices and the things that degrade and make them weaker morally and physically.

I fear the great trouble is that we do not discover the "cases" at the time when the trouble begins; that the visitor does not arrive till the period of degeneracy is well advanced. If we could only imitate the dentist in the treatment of so many in need of help. If we could but excavate the decay, eradicate it before we pour in the gold, we should be able to save many a "case."

And the consideration of this problem of economic aid in its wider aspects drives us to the same conclusion as does the consideration of its narrower details. According to one definition, life presents an unequal battle—strength taking advantage of weakness, the able exploiting the unable, the wise and intelligent making capital and profit out of the ignorant. From another and a nobler and better viewpoint life discloses the

equally efficient and perhaps in some ways nobler phase of voluntary ministry, that the loftiest ladies in our society will engage heartily in this work. But that is an exception to my purpose, which was not discussion but to indicate the need to which I have adverted. The whole discussion, sir, and ladies and gentlemen, has been manifestly from the viewpoint of the city, the large communities. There has been no contemplation whatever of our villages, our small towns, our rural districts and communities, and there are some such. There is poverty even under the very shadow of the mountains, aye, and crying disability and sickness, and there must be this ministry. And now, sir, what I should like to hear at some of our future discussions is how the workers in our villages and smaller towns may conduct this on the same lines, with the same intelligence, with the same regard of all that our civilization and our progress in this work has developed of the best agencies for securing the very best results. But specifically this, sir, how the voluntary worker, how the personal administrator of charity, how the church worker, how all these may cooperate with the overseer of the poor. The overseer of the poor is a politician generally, gets his office at the election, pays something perhaps into the campaign fund to get it, must get something back out of his office, and all the material relief he gives is devoid generally of those moral accompaniments which tend to the redemption of the life, the soul, the individual, the family; and I want this Conference to give us its wisdom upon that problem as it comes to us in the small communities, and let us be working as intelligently and as scientifically as you are in the great cities.

DR. LANDSBERG, of Rochester: Every time I come to these meetings I anticipate a great deal of pleasure in listening to the remarks made by Dr. McMahon. I can learn something from him, and although what I have to remark is more of an academic nature than of practical consequence, I deem it my duty to make a few remarks upon some things that he said. Now, with reference to the many quotations given from church fathers and scholastics against indiscriminate charity, what do they show? They show that these admonitions were very much needed. And

why were they needed? Because of the idea that charity is to be dispensed for the benefit of the soul of the giver it had become the greatest interest of every one to give as much charity as possible, even indiscriminately, because if the receiver was an impostor, the giver certainly had done his duty, and in those times they knew very little about any duties that a man owed to society beyond the taking care of his own soul. If we want to go to the very first admonition against the giving of indiscriminate charity we find it in the Psalmist—that man is happy who takes a considerate care of the poor; and in the Mosaic legislation a system had been inaugurated of taking care of the poor which did not only benefit the poor but was a benefit to society at large, and it was only as a result of deviation from these principles that the constant admonitions against indiscriminate charity became necessary.

With reference to the idea that religion is the basis of charity—religious sentiment the basis of everything that is good in the world—I certainly agree with all my heart, but any one who supposes that Mr. Herbert Spencer does not agree with this is very much mistaken and does not understand the philosopher. Mr. Herbert Spencer only has a different idea of religion from a good many other people. His religion is broader. His religion is not confined in any narrow limits. He says morality is religion, and that is what I say, and what everybody who is a religionist must say—that morality is religion. Only other people believe that there are other things which must be added in order to make a man fully righteous, in order to entitle him to call himself religious, and those things which have to be added are certainly very good for the different denominations, but they are not of general acceptance and they ought to be different, according to different individuals and according to the different mental conditions of the people. Therefore it seems to me that there is no disagreement on this question that morality is religion. In connection with this—and that is an idea in which I am most interested and which I deem it my duty to bring up here in this session—I am very sorry that in this able and impressive paper Dr. McMahon spoke about the desirability of introducing denomi-

national religion into our public schools. That would have no effect upon making people more charitable, for that has been done all through the past centuries, and what has it done? It has erected barriers between the children in the schools. Therefore this denominational religion which would be introduced at the desire of some people into our public schools would not have the effect of increasing charity but would decrease it.

Rev. Dr. GUTTMAN, of Syracuse: I want to say amen to all that has been said here this afternoon by the principal speakers and by some who have discussed this most important question. I love to think of charity as free as the air, as broad as the universe, as high as heaven and as deep as human love. And I love to think of charity as I love to think of truth. We often speak of naked truth. So also of naked charity. I mean a charity free from all labels and strings and limitations. I read the other day of one of the meetings held in the early days of Mr. Lincoln, when he was called upon to preside at a political meeting. There were several speakers, among them a young orator who was to make his debut on that occasion. Naturally he was excited and nervous, and stepping forward he addressed the chair. "Mr. Chairman," said he, "Mr. Chairman, I would build ——" and his memory failed him. Then again after a moment he began, "Mr. Chairman, I would build ——" and again a painful pause. Mr. Lincoln grasped the situation, and in order to relieve the speaker as well as the audience from the embarrassment, he said, "Young man, I have no doubt you would build if you had the material." And so I say, Yes, you and I, we would build up those wretched homes, we would build up Mr. A and Mrs. A. and the little A.'s that have been cited here, and the B.'s and the C.'s and the D.'s—we would like to build them up, but we need the material. We need first material aid, money, and then we need the material, proper men and women, to dispense it. I say that the charity worker must in the first place be a messenger of peace coming with the olive branch of peace into the house proclaiming peace. Upon the other hand we must carry the sword and destroy laziness, that germ which has been spoken of here this afternoon, and ignorance, and *chronic pauperism* and hereditary mendicancy. Of course we

must have material aid at our disposal. We must have money. But we must also have men and women who can go to those families and those houses of poverty and open not only their pocketbooks but also their hearts. It has been said, "Not alms, but friends." I say, both if necessary. Alms and friends. And now a word in closing: Remember that beautiful picture that the Old Testament has preserved for us. The picture is this: Moses standing upon the top of the hill and Aaron on the one side and Hur on the other side supporting the old man that he may uphold his hands, and while they stand in this wise upon the hill, Joshua, below, is discomfiting and routing the Amalekites. There you have the picture, there you have the pattern after which you and I are to pattern our work. Moses represents the modern charity worker. He was to free the Israelites from slavery, and so you and I are engaged in the same work of freeing men, women and children from the slavery of poverty, of ignorance, of pauperism and idleness, and we are to lead them all into the Canaan of a better and purer life. And while the charity worker represents Moses, the Church, religion, is to be the Aaron, the high priest, staying his hands on the one side, and Hur on the other side is represented by the educated people, by the well-to-do classes. And so if they all will support us, you and me, we will drive the Amalekites away, we will discomfit and rout them, and help these poor families to stand upon their own feet and show them the way that leads into the promised land of independence, self-support and respected citizenship.

There being no one who desired to speak further on the topics under discussion, the Chairman declared the session adjourned.

FOURTH SESSION.

Wednesday Evening, November 18, 1903.

AT THE TWENTIETH CENTURY CLUB HALL.

The fourth session of the Conference was called to order at 8 p. m. by the Secretary, who stated that Rev. William J. White, D. D., of Brooklyn, would act as chairman of the session.

REPORT OF THE COMMITTEE ON THE CARE OF DEFECTIVE, DEPENDENT, DELINQUENT AND NEGLECTED CHILDREN.

By Rev. WILLIAM J. WHITE, D. D., Supervisor of Catholic Charities, Brooklyn.

Glancing back at the reports of the Committee on the Care of Defective, Dependent, Delinquent and Neglected Children, made at previous State conferences, it will be seen that the function of this Committee is to chronicle and suggest. It reviews the past and forecasts the future. It notes what has been done for children who come under one of the four heads above mentioned, while it discusses what ought to be done to surround them with safeguards until character is formed, individuality is developed, and they are ready to take their places in the busy world of men.

This Committee has always emphasized the need of preventive work. The most important event within the past year from this standpoint has been the creation of a Children's Court in Brooklyn. On the 9th day of September, 1903, the court was opened for business, and to November 1st 483 cases have been disposed of. Of these 68 were paroled, 95 were sent to institutions, 137 were discharged. In the case of 80 children sentence was suspended, 60 were acquitted, 4 were fined; there are 39 cases pending. About 20 or 25 commitments were cases of destitution, but charged as cases of "improper guardianship," and the children were sent to orphan asylums. Cases of destitution are sent to the Department of Charities, as the Commissioner has arranged to deal with all such cases. If the case is declined by the Department it can be brought up in the Children's Court. A few of the commitments are also for truancy. The school authorities can commit, only when the parent gives a written consent. Without such consent the case must go to court like any other breach of the law.

The Hon. Robert Wilken, who for years was superintendent of the Brooklyn Society for the Prevention of Cruelty to Chil-

dren, and who was the prime mover to have the children's court system extended to Brooklyn, was appointed by Mayor Low as judge of the Court of Special Session and assigned to the newly created court. Judge Wilken brings to his new work a kind heart, a rare knowledge of boy nature and the faculty of making the youthful offender feel that he is his friend; qualities that are indispensable in the presiding officer of this court of prevention.

The more rigid enforcement of the laws governing child labor, particularly in the large cities, deserves notice, as it has resulted in an increased school attendance, while lessening the number of juvenile workers in stores and factories.

A prolific cause of dependent and neglected children is the delinquency of one or both parents; this phase of the child question is considered in the first paper to be read this evening.

In the second paper the necessity of properly supervising the homes to which dependents are sent is emphasized.

Since the number of dependent children that are sent to foster homes increases yearly, it would be well for the State Board of Charities to extend its inspection to the character of the homes to which these children are sent, to the methods employed by the placing-out officers and to the results accomplished. In the past this has not been done.

In its report for 1900, the State Board gives detailed information about the number of children supported in institutions at public or private expense, but nowhere does it give us information about the number of children boarded in families at public expense. The report tells (p. 56), "That for the relief of resident poor persons in their homes or elsewhere outside the almshouse the overseers of the poor expended in the year 1900, the sum of $1,062,320.18," but it does not indicate the character of the poor persons, whether they are adults or children, able-bodied or infirm.

In 1900, the number of dependent children placed in families, according to the State Board's report, was 3,859, and we have no public record concerning these homes further than the fact that they were placed out. Of these 1,279 were placed by adop-

tion or indenture through institutions or societies. Of the remainder, 454 were placed by overseers of the poor, and 2,126 through institutions or societies. Two thousand five hundred and eighty children were placed out without any legal formalities. Of this number, 2,196 were placed in the State, and 384 outside of it.

In the report of the Children's Aid Society of New York (State Board's Report, 1900, p. 789), we find it stated that during the 45 years of the Society's work, beginning in 1854, it has placed out in families 22,121 children; 14,673 were placed out from 1854, and of these there are incomplete or no records. Since 1874, 8,048 have been placed and records kept. From another of the same society reports (Charities, 1902, Dec.) we learn that the number placed out to date is 22,528, to which is added 24,864 for which situations were obtained. Of the number placed 742 are accounted for as indefinite avocations; about 1,000 are said to be in the army and navy, and the rest are accounted for by saying that they have become farmers or farmers' wives. Here are 47,392 persons who were children and of which public officials have no definite record.

Now the reasons that are potent for State Inspection of Charitable Institutions, whether public or private, obtain when there is question of placing out. Some of these reasons are given in the thirty-second annual report of the State Board of Charities, and repeated by the Hon. William R. Stewart in his admirable paper on State Inspection of Private Charitable Institutions, Societies or Associations in the thirty-fourth annual report of the Board. We read: "As a result of experience and observation, the State has found that for the individual good and the common welfare of the citizens it is important and necessary to visit, inspect and supervise the work of its public and its private charities. Grave abuses of various kinds have not been uncommon in charitable administrations, and as such administrations have been carried on presumably for the public good and voluntarily to perform certain services for the State as well as to gratify the charitable inclination of their members, it has

been found desirable that they should be under the watchful eye of some competent jurisdiction with power to protect the interest of the public and especially the poor, in whose name and for whose cause the benefactions of individuals are entrusted to these voluntary almoners."

Goodness of heart or purity of intention is not always a guarantee of competence. If "it is conducive to the welfare of the State to make certain that the inmates of Charitable Institutions receive proper care, and that those capable of receiving instruction be given the benefit of an education," it is no less conducive to the welfare of the State that dependent children that are placed in foster homes be guarded with the same vigilance. A placing-out officer is human, he may make mistakes. He may be deceived about the character of the home. If economy is a factor in determining how the dependent and neglected wards of a county are to be cared for, then the character of the home is liable to be a secondary consideration, and the evils that brought the placing out system into disrepute in the middle of the last century will reappear. To guard against such possible abuses the admirable rules that govern the inspection of private institutions, as found in the State Board's report for 1901 (p. 138), may well be extended to foster homes.

The chief subjects considered by the inspectors are:

I. The nature and efficiency of the supervision exercised by the Board of Trustees, Directors and Managers.

II. The just, humane and economic character of the administration as shown by the conduct and efficiency of persons charged with the internal management.

III. The suitability and general condition of the buildings occupied, and their sanitary condition.

IV. The methods employed for the protection and preservation of the health of the inmates.

V. The kind of industrial, educational and moral training afforded and its adaption to the needs of the inmates.

VI. The nature and accuracy of the financial and other records of the institution.

VII. Compliance with the rules of the Board adopted pursuant to the provisions of the Constitution.

Now if the State Board feels that its duty towards children in institutions is not performed without the inspection set forth in the rules just quoted, it is evident that children placed out should be the object of no less careful inspection. Their living conditions should be considered. The suitability and sanitary condition of the homes to which they are sent should be noted. The quantity and quality of the education and moral training of these children should not be neglected. The character and efficiency of the officers charged with the work of placing out should be known.

Nor is there question of the power of the State Board of Charities in this matter, for in chapter 264 of the Laws of 1898, we read: "The State Board of Charities, through any member, officer or duly authorized inspector of said Board is hereby authorized to visit, in its discretion, any child under the age of sixteen years, not legally adopted, placed out by any person or corporation mentioned in the second section of this act, or by any person licensed by said Board to place out destitute children."

The State Board therefore should extend its intelligent inspection to the thousands of homes where dependent children are placed out, no less than to the institutions. In this way will abuses arising from faulty placing, from unhealthy physical or moral surroundings be avoided.

There is another phase of the question of the care of dependent children that is worthy of attention. It is apparent that at both National and State conferences there is often a spirit of opposition manifested to charitable institutions for the care of children that certainly works evil. As was said at the first State Conference: "The immense vested rights of the private philanthropies have come to stay."

Our efforts therefore should be towards building up and perfecting of their work. If a section of the annual conferences could be devoted to a comparison of methods; if the heads of in-

stitutions could come together and discuss the ways and means of perfecting their institutions, and of individualizing the children committed to their care, much good would come.

We recommend therefore that at the State conferences the heads of institutions meet and in a friendly spirit discuss the merits and shortcomings of their institutions, and the best way of caring for the children committed to their care. Let them learn what is being done by other institutions, and let them be quick to adopt the successful features of these institutions. Such discussions to be practicable would naturally turn on the development of individuality in the child, and the formation of character.

As the number of children in an institution increases the difficulty of developing, the individuality increases also, but number is not always a foe to the process, else our public school system in this respect is fundamentally wrong since individual training is not attempted.

Preventive work will always occupy the attention of this committee. The causes that bring about abnormal conditions in the family resulting in dependent, delinquent, neglected and defective children, will be sought and the proper remedy suggested, but post factum work arising from inability to remove these causes will not be neglected.

In spite of our efforts there will always be children of the classes enumerated. How to care for these children properly, how to surround them with the safeguards that children in normal homes are surrounded, how to prepare them for the serious business of life, make them God fearing, liberty loving citizens, these are problems that confront us. New York is solving the child problem through its charitable institutions and its foster homes. We should harmonize and perfect the two systems. The discipline of an institution is an element in forming character. It does not necessarily mean "battalion bringing up." The nearness to normal life that is found in foster homes is a no less important element in character building. Let us combine the systems and the result will go far to the solution of

a problem to which the best thought and the highest efforts o thousands of men and women have been dedicated.

WILLIAM J. WHITE, D. D.,
REV. NELSON H. BAKER,
MRS. BERNARD BARTOW,
DAVID MAURICE BRESSLER,
GEORGE R. BROWN,
OLIN H. BURRITT,
RT. REV. THOMAS A. HENDRICK, LL. D.,
CHARLES D. HILLIS,
HENRY R. HOWLAND,
MRS. GERTRUDE W. KNIGHT,
MARIA M. LOVE,
DENNIS MCCARTHY,
THOMAS M. OSBORNE,
WILLIAM O. STILLMAN, M. D.,
WILLIS L. WEEDEN,
FRANCIS H. WHITE.

DELINQUENT PARENTS IN CONNECTION WITH DEPENDENT AND NEGLECTED CHILDREN.

By WILLIAM O. STILLMAN, A. M., M. D., President of The Mohawk and Hudson River Humane Society, Albany, N. Y.

The relation of delinquent parents to dependent and neglected children is one of cause to effect, and as is the case in all problems of disease, whether social or individual, to eliminate the cause is to cure the malady. A great deal of attention has been given recently to questions of juvenile delinquency but the more primary and equally important subject of parental delinquency is only just beginning to receive thoughtful consideration from students of sociology. Elaborate statistics covering almost every phase of child life, especially in its morbid aspects, have been prepared, while the statistics of parental delinquency have been almost wholly neglected. I find it very difficult to get numerical statements covering the causative relation of delinquent parents

to dependent or neglected children and concerning the causes of parental delinquency. For this reason I would recommend most earnestly that all courts, orphanages, reformatories, and other institutions, coming into relations with dependent children, should so arrange their statistical records as to throw more light on the causes of public dependency during child life in preference to the rather excessive amplification of the statistics of its misfortune or degradation. What we need is more of the science of social hygiene, which seeks to prevent parental delinquency and social disorder, and less of the medicine of the law courts and reformatories which seeks to cure them. Under all conditions prevention is far better and more efficacious than cure.

I find that there were something over 25,000 dependent children in institutions in the State of New York, on October 1, 1902, which were maintained wholly or in part by public money. This was exclusive of those held as juvenile offenders. Sustained by purely private philanthropy throughout the State there are undoubtedly at least 5,000 more. In addition there is a very considerable class who are neglected but who are supported by a parent on the order of a court while in the custody of the other parent or a guardian. It seems safe to assume that there are fully 30,000 dependent and neglected children within the State of New York. The magnitude of the numbers involved makes this question one of great importance aside from the social, political and economic factors concerned. The added fact that these dependent children are to a very considerable number to become the fathers and mothers of future generations of American citizens, loaded with the heavy burden of unfavorable hereditary conditions, adds still further to the gravity of the problems involved.

The question next arises as to how many of these children are dependent as the result of parental delinquency. I examined this subject with care in a paper which I had the honor to read before the First New York State Conference of Charities and Corrections, held in Albany during November, 1900, which paper appears in the report of the Conference under the title of "Chil-

dren as Public Charges." The conclusions reached after much correspondence and considerable statistical inquiry were that orphanage, intemperance and destitution, are the largest factors in producing child dependency. I further find that children committed for delinquency amount to about nine per cent. on an average of all those held as public charges. In large cities the ratio often becomes much greater than this and may even double. The number of children committed for destitution varies from considerably less than fifty per cent. to more than seventy per cent. in large cities. It should be borne in mind that the term destitution in reality covers in many cases intemperance and orphanage. Orphanage alone is held responsible for the existence of from forty to fifty per cent of all purely dependent children.

It is very difficult to draw a line of demarcation, with our present statistical resources, between those dependent children who are public charges because of parental delinquency and those who are so maintained from causes which cannot be justly charged to blameworthy parental conduct. I take it that a delinquent parent is one who may be guilty of sins of omissions as well as commission—who may be actively or passively delinquent. For the purposes of this paper it seems fair to hold that "delinquent parents" are those whose children have become "dependent" upon public or private relief for their maintenance from causes which should include not alone those arising from wilful misconduct, such as desertion, cruelty or criminality, but also from neglect and incompetency, as well as similar faults of character or conduct. Bearing this definition in mind, and without going into explanatory statistical details in the brief time at our disposal, I should judge that about forty per cent. of dependent children are such because of blameworthy parental delinquency. It is quite impossible to fix this ratio accurately at present. It may be years before this can be done. This would leave about sixty per cent. who are dependent because of orphanage, sickness, physical or mental defects, and other causes which cannot be charged directly to parental fault. I would strongly urge that

all those through whose hands juvenile dependents pass, or institutions by which they are received, should classify children under three heads—1st, delinquents; 2d, defectives; 3d, dependents. The last should be subdivided into two sections: (a) Those children who have become dependent from causes for which the parents are wholly irresponsible; (b) those who have become dependent because of parental fault, stating if possible the cause of the parental failing.

If the estimates which I have given be taken as approximately true, we have 12,000 children in this State who may be termed "dependent" because of the delinquency of parents. In spite of the inaccuracies of statistics, because of many sources of fallacy, I believe that we may safely assume that these figures are, roughly speaking, correct. An army of 12,000 children annually dependent upon public bounty from causes which may be termed curable becomes in a generation a challenge to our skill in dealing with social phenomena as well as a serious menace to society and the State, unless the situation can be successfully met. Some of these children may become a sort of social dynamite full of evil possibilities for society. When we recall cases like that of Frau Jurke, a dissolute and drunken woman, whose descendants in seventy-five years cost the State the huge estimated sum of $1,250,000, we come back with renewed confidence to the old axiom that "prevention is better than cure." Cases like this are not as rare as may be supposed. We do not hear about them, because few people have the interest and patience to unravel and trace out such family histories.

The problem of the "delinquent parent" may be approached from many points of view. To the academic student, it becomes merely part of the great scheme of social uplifting. To the statesman part of the questions of good citizenship, future political stability and social economics. To the University settlement worker, the boys' club enthusiast and the anti-cruelty agent the subject presents entirely different phases. Each is a powerful lever for good. In the case of the social settlement worker personal influence, example, advice and the magnetism of interest

and sympathy, are potent factors. The social devices set at work by these agencies are of great benefit for the good of the downcast. Boys' clubs effect the family through the children themselves and certainly are powerful reclaiming influences. Mission work, Salvation Army schemes and all similar religious propaganda are exceedingly important agencies for good. When all of these have failed the Society for the Prevention of Cruelty to Children comes in and finds, backed by the authority of the law, its peculiar field of labor.

The previous instrumentalities, except the last, which is largely mandatory and coercive, are chiefly educational in their value. It will be found on the most casual analysis that the public school system is not the only educational influence which is working to make better citizens, for there are many beside those which I have mentioned. In dealing with the delinquent classes, however, teaching by close personal example becomes far more important than education by precept. Thus social workers accomplish their phenomenal reforms by demonstrating the principle that goodness may be made as contagious as evil. Through the example of an unselfish and sincere life they furnish an antitoxin against vice, and waywardness, and bad habits. In the case of the Junior Republics and various farm life reform experiments it is the children themselves, rather than the delinquent parents, who are most sensibly affected. In these cases, as in other juvenile reformative efforts, we must really look to the next generation for the finest fruitage. All of these agencies perform a vast amount of good. Indeed, I do not believe that we shall ever overestimate the benefit which is being derived by society from the labors of these unselfish workers in all the fields of labor which I have just mentioned. All honor and credit to them. These labors are intelligent, conscientious and successful attempts to ameliorate the condition of the submerged masses and deserve our best help and confidence.

There are many other factors in organized society which tend to improve the delinquent parent. All of those forces which impel toward the general betterment assist in this direction.

Compulsory education, protection to child labor, improved tenements, shorter labor hours, more attractive homes, elevating literature, better pay, etc., all tend to build up and expand the character of present and future generations. A speaker at the last yearly session of this conference expressed the sentiment not infrequently heard in regard to reformative efforts that—"I do not believe that very much good can come to the family except through the next generation. It is very difficult to re-establish persons who have fallen down after they have become mature." I cannot fully subscribe to this popular pessimism. Indeed, I have seen too many cases where amendment and apparently permanent reformation has come. I am free to admit that reform of the adult criminal and moral perverts are rare under ordinary conditions. Most criminals are usually the victims of chance, at first, or of unfortunate hereditary and social conditions. Crime becomes a disease, as has often been said, and we expect the victim to cure himself—to stand alone when released, to surmount old conditions and environments unaided. We, who stand surrounded by barriers of respectability and props to virtue, would be less pharasaical were we placed just as these released convicts are without friends, with weakened moral stamina, and confronted by the attractions and seductions of old associations—often all they have known in the past.

Hereditary influences have a powerful effect over the character and life of delinquents, whether young or mature. In the case of Frau Jurke, to whom I have previously referred, it was found that among 709, of her 834 descendants, which could be traced, 106 were illegitimate, 142 were beggars, 181 were prostitutes, 69 were convicted of crime and 64 were public charges. And yet the Prison Association of New York claims, after an experience of more than 50 years, that 90 per cent. of the probation cases committed to it by the courts do well, and that 75 per cent. of 400 men paroled in its custody recently, from the Elmira Reformatory, are turning out satisfactorily. I can personally testify to the reformative value of the various Catholic Houses of the Good

Shepherd for young women. The usefulness of reformatories for children, like our splendid State Industrial School at Rochester, are too well known to need comment.

Roughly speaking the forces which are seeking to reclaim the delinquent parent are preventative or curative. In the first class I would include all those general agencies which reach the delinquent through social betterment, personal influence or religious instruction. In the second class I would include those forces which are invoked when the first have failed; in other words the laws for the protection of dependent and neglected childhood and the preservation of the home. The work of the first class I have referred to sufficiently for the time allotted for this limited paper. Considering the second, with which the general public is not so familiar, I will, with your permission, speak more fully.

It so happens that in the process of social evolution a special class of corporations has been created by the State, at the instance of philanthropic citizens, the purpose of which has been to protect abused or neglected children. Curiously enough the most of this protection is invoked against the natural protectors of the child. Among 2,574 cases prosecuted in court, in England, by the National Society for the Prevention of Cruelty to Children, during the year ending March 31, 1895, the offenders in all but 198 cases were related to the victims, and in 2,213 cases were either the father or mother. This seems almost incredible and yet the records of similar societies are filled with equally suggestive statements. In the 27th Annual Report of the California Society for the Prevention of Cruelty to Children, for the year 1902, I find this statement: "It may seem strange that a strong, able-bodied man will see his wife and children suffer day after day for the common necessaries of life, while he is well-clothed, well fed and indulging in the luxuries of life. Yet our record books are filled with hundreds of such cases."

It was such conditions as these, as well as more heinous offenses against the innocence of childhood, that caused the anti-cruelty societies, so called, to spring into existence. It was

largely as the result of their labors that the magnificent code of child protection laws, now found upon the statute books of this State, was draughted and placed there. It is here worthy of record that New York was the pioneer in this class of legislation and chartered the first Society for the Prevention of Cruelty to Children in the world, and that her laws have served as the model for the whole of Christendom in this line of work. Similar societies are now found in nearly every civilized country. Such in brief has been the genesis of the first legal attempt to deal effectively with delinquent parents. The old common law was notoriously unsuccessful in handling such cases. It remained for special laws to be enacted to strike toward the roots of the evil and provide a cure, which, though imperfect, marks a great advance.

It is impossible in the brief space of this paper to attempt a general analysis and criticism of the laws aimed at delinquent parents in this and other states and countries. The New York State Penal Code protects the child against abuse and cruelty, or undue force, on the part of a parent, as well as other persons. It provides adequate punishment for abandonment, for exposure to conditions "injurious" to the life, limb, health or morals of a child, for improper guardianship, and a large variety of offenses. Three or four laws contain the most important part of the provisions aimed at parental delinquency. They are as follows: Section 288, of the Penal Code, provides that "A person who willfully omits, without lawful excuse, to perform a duty by law imposed upon him to furnish food, clothing, shelter or medical attendance to a minor, or to make such payment towards its maintenance as may have been required by the order of a court or magistrate when such minor has been committed to an institution; or * * * neglects, refuses, or omits to comply with any of the provisions of this section, * * * is guilty of a misdemeanor."

Section 899 of the Code of Criminal Procedure provides that, "The following are disorderly persons: 1. Persons who actually abandon their wives and children, without adequate support, or leave them in danger of becoming a burden upon the public, or

who neglect to provide for them according to their means; 2. Persons who threaten to run away, and leave their wives and children a burden to the public;" * * * Upon complaint on oath, to a magistrate having jurisdiction, against a person as being thus disorderly, the magistrate must issue a warrant for the arrest and examination of the person, and may release him on bond to indemnify the proper authorities should they become public charges. If the prisoner fails to give the required surety he must be committed to the county jail for not exceeding six months or until the security is given. This law becomes a powerful lever to compel delinquent parents to perform their duty toward their dependent and neglected children. Curiously enough it is most powerful where it is not enforced. As a police justice of much experience recently remarked, "Very little good comes from sending a delinquent father to jail." The reason for this is that the father becomes hardened and ceases to regard the punishment, while, in the meantime, the family is without support.

The usual procedure in non-support cases, within the jurisdiction of my own society, is for the magistrate to summon the delinquent parent to his court and arrange if possible an amicable understanding and reunion in the family. If that fails the delinquent is told to pay a certain sum of money per week from his earnings toward the support of the family. If he does so, good and well. If he refuses, or promises and fails to keep his word, he is usually arrested and threatened with the jail. This rarely fails to bring him to time. If he again promises good behavior the case is adjourned from week to week to see if he keeps his word. It is the probation system applied to the delinquent parent. It is astonishing how much good can be accomplished by a tactful and wise magistrate in such cases toward compelling right behavior, developing character and very often in reuniting dissevered families.

Still another recourse is left in taking action against delinquent parents. Their children may be taken away from them and placed in an institution, and they may be compelled to contribute toward their support there. Section

291 of the New York State Penal Code provides that where a child has no home, or proper guardianship, or has been improperly exposed or neglected by its parents, or is in a state of want or suffering, or destitute of means of support, or is exposed to conditions prejudicial to its morals, it may be taken away from its parents and placed in a suitable institution. Section 921 of the New York State Code of Criminal Procedure provides for compulsory payment on the part of the parents, when able, for the support of children committed to institutions. In these laws we have a fairly complete provision for treating the various phases of the delinquent parent problem from the standpoint of legal procedure. I would go one step farther, however, and provide that where a parent had been twice convicted for non-maintenance of children, thereby causing them to become public charges, that such person should be given an indeterminate sentence, at hard labor in a state prison, as an offset to the expense caused the commonwealth by the delinquency, and that such children should become State charges pending their possible return to their family life, their adoption, or until having reached the age limit for retention as public charges. This proposition is based on the conviction that (quoting the Prison Associations platform) "All persons convicted of violating state laws should be dealt with by the State and committed to its custody, whether the violation be a felony or a misdemeanor."

Several states have excellent laws relating to delinquent parents, and very large sums of money are now being collected yearly from such parents for the support of their dependent offspring; this is noticeably the case in New York and Ohio. Pennsylvania and Massachusetts also have very efficient laws, although the latter state is planning for amendments which are thought desirable. The same is true of California. In the District of Columbia the care of such cases is placed in a Board of Children's Guardians. In Colorado it is placed in a State Bureau of Child and Animal Protection, and the laws are very practical and efficient. Unfortunately in many of the states the laws are inadequate and unsatisfactory. One correspondent from the south writes me that there has been little change in laws on this

subject since 1837 in his state, which is one of the most populous in that section of the Union. In England and Scotland very admirable and effective laws are in operation based largely on those first formulated in this State.

It seems to me that in New York State we are making reasonably satisfactory progress in solving the question involved in curing the evils of parental delinquency, and are laying the proper stress on the preservation of family unity and the employment of kindly and educational means whenever possible. A retrospect of the advances made in social reform during the last generation in this State and country is indeed a golden chapter in the world's record of good deeds. As my learned friend, Bishop Doane, an honored vice-president of this conference and of my own society, said a year ago, "It is the old story, which hardly bears repeating, that the clearest conviction in the minds of the Romans, who stood for the highest and most refined degree of civilization in the earlier days, was that the cripple, the criminal, the helpless child or the hopeless invalid was a mere burden to society, to be gotten rid of in the easiest and quickest way possible." But we can say in our day that our chiefest glory has been to extend to these unfortunates in the battle of life the intelligent help and relief that has made them the greatest beneficiaries of the progress and development of our wonderful age.

The discussion of Dr. Stillman's paper on "Delinquent Parents," was opened as follows by Mr. GEORGE R. BROWN, Superintendent of the Leake and Watts Orphan House at Yonkers:

Mr. Chairman:—Dr. Stillman says the removal of cause (delinquent parent) cures the condition (delinquent child).

I find that a majority of delinquent parents who turn to institutions for aid in supporting their offspring, need removal to heaven in order to cure the condition.

A minority profit by good counsel, and with temporary relief gladly take up again the support of their offspring.

Experience in determining cause for delinquency is not easy to

obtain from the parental or relatives' side, excessive appetite for food or drink is perhaps the most potent factor in producing a delinquent parent.

How many of us can judge as to the condition of the father or mother of a child presented for consideration from the reports of relatives or friends? One person considers one glass of intoxicant per day excessive, another would not say a man was intoxicated so long as he could stand on his feet or talk.

Can any of us judge, unless from personal knowledge of the family life, as to excessive use of food causing a condition of poverty or ill health?

There appears to be a certain public sentiment against the obtaining of this information for fear of raising a prejudice against the child and the clouding of its life by the facts becoming known as to degenerate condition of father or mother.

The child of a drunkard, of a gourmand, of an habitually tired person, of a thief, each requires a different method of treatment if we are to hope for good results, not a properly labeled array of subjects in a case, but a well protected, wisely guided living soul directed towards a high ideal along a road marked by legible signboards.

"Twenty-five to thirty thousand children in this State more or less dependent on public funds exclusive of juvenile offenders," what an army, if made self sustaining, to propagate the theory and practice of self-respect and maintenance.

"Forty per cent of the destitute children as committed are orphans," a large portion of these have lost their parents through diseases that transmit defects to the child, this condition demands not only all the care of a family circle but that of experts in physical, mental and moral training.

Successful work for the delinquent or dependent individual does not usually mean a separation from others, rather a supplying of requisites for self-control, quickened judgment, and application.

Victims of chance, so termed, are resultants of laxity in judgment and self-control.

We come in contact with these victims and are to determine which method will most speedily or effectively correct the existing condition.

The capacity to receive and apply assistance, physical, mental, or moral must first be determined; if physical assistance is alone needed, our work is quickly planned; if mental or moral tone is required, our task is not so easy of accomplishment, for then we have not only known conditions but many that are problematic, varied by every breath of surrounding conditions. Slow steps taken toward concentration. Longer periods of analysis until principles are understood.

Then the sway of principles instead of whim, no speedy road, only the one of hard labor, with perhaps meager results from the onlook of a casual observer.

A step from darkness into light, hades into heaven for the recipient.

Dr. White has said: "Prolific cause of dependent and neglected children is the delinquency of one or both parents." If natural parents are neglectful, how are we to expect foster parents or those who take children for household service, to be better?

The people who to-day well treat a child entrusted to them will in another case accord entirely different treatment. We must never take for granted equally just treatment for dissimilar characters.

Dr. White quotes from report of the year 1900, "an expenditure of $1,062,320.18 by the overseers of the poor in this State."

A remark made in a previous session "that poormasters were generally supposed to be looking for monetary returns," deserves condemnation. Many of New York's poormasters are noble men, striving against serious evil conditions, giving their lives for the dependent poor, with but meager return in thought or money.

I heartily agree with the suggestion that provision be made for State inspection of homes provided for children placed out, either by institutions, societies or associations, and not only for the Empire State but for the United States. If this were done much

of evil practise would disappear; children could not be placed beyond the possibility of recovery to relatives if they were worthy of confidence.

Again, no worthy institution will object to inspection made by those who are competent men and not time servers or chronic fault-finders. Clean, clear-cut advice, reasonably given, is always welcomed by the true charity-worker. Our worthy paper, "Charities," might well aid the suggestion of discussion of institution affairs by institution workers and add theoretical advice. In one instance I must differ with Dr. White. He says: "Numbers in institutions not being a foe to individuality, if so, our public school system is fundamentally wrong, since individual training is not attempted." I can show splendid results from just such work in New York city and in my own city of Yonkers, where it is a prominent feature of the school system.

THE CHAIRMAN: The subject-matter of the papers which have just been read is now before the Conference for general discussion.

Mr. WILLIAM R. STEWART, of New York: Mr. Chairman, I am sure that every member of the State Board of Charities, if he were present here would welcome the very admirable and forcible recommendation in Dr. White's paper, that the inspections of the State Board should be extended to children placed out in private homes. The subject has often been considered by the Board, but up to this present time it has been found impossible. I should like to draw attention to a distinction in the law. The law is mandatory that the State Board of Charities should visit and inspect children in institutions. The law is permissive only that it should visit children placed out in homes. The Legislature, so far, has only made provision by appropriation sufficient to allow us to perform our mandatory work. We have inspectors enough to visit and inspect institutions, and I think that those who are conducting institutions will say that they are fairly well and closely inspected, perhaps better now than ever, but the Board has never been able, for want of appropriation, to follow the chil-

dren into private homes. I think this suggestion coming from an independent body might influence the Legislature. I venture to suggest that your committee frame a resolution requesting the Legislature to make an appropriation to pay for two or three inspectors to visit children in private homes. I think this might be instrumental in procuring the appropriation.

Mr. SCANLAN, of New York: All the criticism that was made in Dr. White's paper about the placing out of children in homes in the great State of New York is entirely justified. I speak as a member of the State Board of Charities. I also speak as a member of the Catholic Home Bureau of the city of New York. I have had experience in placing out children in this State for the last three years. I have also studied the system under which children were placed out in our State of New York, and I believe that that system is entirely wrong, and we should urge on our Legislature and on our Governor reform in this matter. The fact of the matter is just this: The overseers of the poor in the State of New York, the superintendents of the poor in the State of New York, have the right to place out children. The State Board of Charities undoubtedly has the right to inspect the families or visit the families in which those children are placed, but, as was said just now by Mr. Stewart, we have not been able to on account of the lack of appropriations. We have not been able to give one of the inspectors of our State Board to visiting those children as placed out. Now, any of you who has studied this question, can refer to the report of the State Charities Aid Association of one or two years ago and will find this in that report. They took up that work and it was a good work; they visited those children who were placed out by the overseers of the poor and the superintendents of the poor throughout this wide State of New York, and they could not locate 75 per cent. of the children who were placed out one year before. That means that 75 per cent. of those children who were placed out one year before had disappeared; they had run

away or had deserted the places at which they were placed out by those overseers and superintendents of the poor.

Now, it seems to me there is a crying need for an inspector—I applied to the Legislature at the last session as a member of the State Board of Charities to have an appropriation for an inspector of the State Board of Charities who would devote his whole time to visiting these children placed out by the overseers and superintendents of the poor throughout the State of New York to see whether they were properly placed out, to see whether they were comfortably fixed, to see whether they were placed in proper families according to the law of the State of New York, and the great Legislature of the State of New York said, "No, we will not appropriate any money for an inspector to do that work." Now, I think that this Conference should urge the Legislature at this coming session to give the State Board of Charities an appropriation for an inspector who would devote his whole time to seeing that these poor helpless children are not thrown out on the world without anybody to care what becomes of them.

Mr. HEBBERD, of New York: I should like to add to what Commissioners Stewart and Scanlan have said this evening the fact that in every case where a complaint has been made to the Board with reference to the improper placing out of a child that complaint has been investigated and suitable action taken to prevent any abuse that may have been discovered in connection with such placing out.

Mr. FARRELL, of Brooklyn: It has been a matter of great thought and much dissatisfaction for a period of a quarter of a century as to receiving proper statistics of children assigned from institutions and let out, as to what becomes of the children. I am pleased to hear the great suggestion from the reverend gentleman from Brooklyn of having it become a portion of the duty of the society which conducts the investigation of institutions to turn their attention and experience to the chil-

dren let out, and that a proper accounting should be made of the same. It should be further a portion of that duty to look after the children or boys up to the age of maturity, or twenty-one, discharged from institutions by magistrates, after passing a period of discipline and education and physical training to fit them for an apprenticeship, as being the case in the institution which I have the honor to represent. Last year we discharged some eighteen or twenty boys to employment, some of them children without any parents or guardians to look after them. Some have succeeded excellently, others have become an unknown quantity in the community, and a few have reached other institutions by the courts, and having passed the age of our jurisdiction we seem to have lost entire track of them, except reports that we have received in the annual reports of other institutions. I feel that if a proper surveillance was placed over boys bound out to mechanics, or bound out to people for employment, and if that service should be of such a dignified character as not to lay any shadow of the institution, of the past, as that the criminality of the child would not be brought forth and exposed, it would be a great step in the proper direction.

Mr. FETTER, of Ithaca: The watchword of charity to-day is prevention, and I take it that prevention in the matter of placing out of children may be likewise better than cure. I was a resident of Indiana at the time that the now well-known Indiana system for the placing out of children was introduced. I was acquainted with the motives that led to its introduction, and I have watched its successful operation with much interest. It has been said, and I think truly, that the overseers of the poor and the superintendents of the poor in rural districts are essentially unfitted to deal with this problem of child placing. This is not a personal reflection on them at all. Their situation in the community, and the pressure of their other duties, is such that they cannot effectively do this work. Therefore it seems to me that before going too far in the matter of inspection, to find out how many mistakes have been made by a placing out system that is essentially rotten at the outset, it might be well for this

committee to consider the possibility of introducing a better organized, better centralized system of child placing in the State of New York.

Mr. EARNSHAW, of Lowville: It seems to me there is another word which should be said upon this subject. This matter of the inspection of the homes in which the wards of counties are placed out has been already presented to the Legislature and has been refused. It may be refused again. Even if it should not be refused time will necessarily elapse before that desired consummation can be obtained—the appointing of an inspector, and, Mr. Chairman, I would like to know how long it would take an inspector to get around. Consider that a moment. It will be a good while. And, meanwhile, have we any agencies in our visiting committees of the Charities Aid Association and other organizations that can do something in this line until a completer and more final provision shall be made? I may very modestly say, Mr. Chairman, that there is one county in the State in which such inspection is conducted, and every home and every family where a ward of the county is placed is known and is visited, and each such ward knows that it has in the visiting committee of that county a body of friends. I think that can be done, and while not a complete and final provision, it will be a very useful one for the time that is now on. And I am not disposed to retract what I have said in any previous session as to the overseers of the poor being incompetent persons.

Mr. WARD, of Lockport: I question the propriety of the State inspection. I will simply give you what Niagara county is doing, which will show perhaps that there is no necessity of going to the Legislature and sending a stranger to these different localities to inspect the homes where children are placed out. In the Home for the Friendless, Niagara county, the visitor is paid by the county. The county of Niagara supplies a man who puts the children out through the county and visits them regularly. This has proved so great a success in that county that the Home for the Friendless in Niagara county is now taking

care of the poor children in Genesee county and also in Orleans county. It seems to me that with that carried out in its proper way no State inspection will ever be necessary. Let each county take care of its wards by inspectors.

Mr. OSBORNE, of Auburn: Before we pass on to the next subject I should like to say a few words about the delinquent parents in connection with the children. We have had some rather interesting experiences at the George Junior Republic in this connection. As to most of the parents—I think about nine-tenths—we will echo the sentiment of one gentleman who spoke about their removal to Heaven, although we would not be so absolutely careful about the place to which they would go so long as they were only removed. We had one case where the father was an apparently hopeless drunkard, with four or five young children. They lived in one of the worst parts of the New York tenement district. After the boy had been some time with us he persuaded the next younger child to come to the Republic. That was followed afterwards by the removal of the whole family into the country, where the father has recovered from his bad habits, and although he is only a wreck of what he might have been, at least he is living a decent life and earning enough to support his family, and the younger children are growing up happy and good, and all this was accomplished by the good example and influence of the boy. That is one case where the child has brought reformation into the family, and it is not the only case to which we can point.

PRINCIPLES AND METHODS OF THE SUPERVISION OF CHILDREN IN FOSTER HOMES.

By FRANCIS H. WHITE, General Secretary of the Children's Aid Society, Brooklyn.

This paper will not discuss the moot question as to the relative merits of the foster home and institution systems in caring for dependent children. It will assume that the subject is of interest

to managers of institutions as well as those in charge of placing-out agencies and for the reason that the institution, after all, is advocated for only a portion of the child's life; the foster home being recognized as a necessary supplement. Some institutions board out their babies, receiving them into the institution after a few years of foster home life; all send children out to foster homes at twelve, fourteen or sixteen years of age.

The most enlightened managers, too, recognize the fact that however well adapted an institution may be to the average child, it is a most unfortunate place for certain exceptional ones, for example, children who react too easily and quickly when in touch with a highly exciting environment, such as is given by the presence of many other children.

I remember a boy of this sort. He was about ten years old, the son of intelligent parents; his father, however, had long been a nervous wreck. Shortly after his introduction to the small institution the Brooklyn Society maintains in addition to the boarding-home system, I came suddenly upon him one day bidding defiance to the other boys of his own age who were gathered around teasing him. He was backed against the wall, his handsome head thrown back, eyes flashing, lips twitching nervously, fists clenched. No physical harm was intended by the boys. They were having some fun with him as they had discovered soon after his arrival that he was nervous and irritable. I hoped he would soon grow accustomed to his new surroundings and learn to control himself. But the reverse was the case. So long as he remained in the Home he was thin, nervous, irritable, disobliging, unhappy. Later he was placed in a boarding-home in the country where there were no other children. The improvement was immediate. After a few months he was found to have gained fifteen pounds, to be happy, much less nervous and in every way improved. Later he was sent to the district school each day but continued to board in this foster home.

Attention is earnestly called to the needs of this special class to be found in every institution—children whose nervous condition is such that the close exciting contact with other children

deeply injures them; children whose sensitive, retiring dispositions make "mothering" absolutely necessary; children with a predisposition to pulmonary or similar troubles who should be treated, not with medicines and tonics, but with liberal doses of fresh air; children whose moral natures are so twisted and warped, whose minds are so full of vicious images and experiences, whose conduct is such that they are a constant menace to others—all such and some others should be placed in foster homes suited to their special needs.

What are the first steps in establishing a foster-home system?

FINDING THE HOMES.

Finding the right home is the "better-half" of supervision. In deciding on the proper location, such considerations as healthfulness, moral surroundings, ease of transportation are important. Having selected the locality, advertisements for homes may be inserted in the local papers, and editorials setting forth the needs and plans of the organization may usually be obtained with little difficulty. After a few homes are secured in this way, applications will come from others in the neighborhood without further solicitation. It has been the usual experience that more homes are offered than can be used. The longer the list of homes, however, the better the adaptation of home to child can be made.

In the methods now to be described, the writer draws on the experience of the Brooklyn Children's Aid Society with which as general secretary he was connected, until recently, for four years. It should be stated, also, that the methods here described are chiefly those that prevail in the Society's boarding-home work as its free-home work is done largely through other societies.

LOOKING UP REFERENCES.

When a promising application to board a child is received, a printed blank is sent that asks a number of important questions, among them the post-office address, distance to the nearest railroad station, all the members of the family with their ages, the hired help, if any, illness in the family, education of the mem-

bers, at least so far as ability to read and write is concerned, size and general character of the house and place, whether the child will sleep alone, etc. Three references are also required, one a minister, if possible. Objection is sometimes made to these questions. Especially do some persons object to giving ages. A very bitter attack was once made upon the Society for asking such questions, but a careful review of the information required failed to reveal anything but what was essential to a knowledge of the conditions under which the child would live.

The application blank properly filled out is returned. If the information is satisfactory, letters are sent to the references asking specific information about the family—their moral character, the temper of the mother, the financial condition of the family, etc. A pledge is given in the letter that the information will be held strictly confidential.

Although the persons given as references usually indicate in their answers a proper responsibility for the information furnished, it would not do to rely entirely upon them; resort should be had to independent references which may be secured in various ways, from teachers, ministers, postmasters and others. Ministers' letters are proverbially optimistic when dealing with the reputation of their parishioners, but I am bound to testify that information has been obtained from them more than once surprisingly frank and discriminating.

If the replies of the persons given as references are satisfactory, a competent person is sent to investigate the home and surroundings. A thorough examination is made of living room, sleeping rooms, cellar and, in fact, every important part of the place; the distance from school is considered and the foster parents are studied in their own homes.

Should the investigation indicate a satisfactory home, a recommendation that a permit be granted is made to the Brooklyn Society for the Prevention of Cruelty to Children. That society sends an inspector and, if satisfied, recommends the home to the Board of Health. This Board then sends an inspector and if he finds no objection to the place, a permit is issued.

Among the homes holding permits, there is still much room for choice in any particular case. A round peg will not fit in a square hole: no more will a noisy, rollicking, vigorous boy, with a natural affinity for dirt and trees, prove a desirable addition to the dainty, quiet, immaculate home of some good maiden lady who has had no experience with children. Nor is it well to introduce a timid, shrinking child needing unusual care into a family where there are already several children of a different type. These are but few examples of the constant care and watchfulness that must be exercised in placing even good children in approved homes. How much more care and anxious consideration must be given to the problems of the somewhat incorrigible, the vicious or partly defective.

When the child is placed in the home there must be no folding of the hands, no comfortable feeling that a few letters or reports at long intervals are all that is necessary. Constant supervision is the only guarantee of safety. Sometimes a good home becomes a bad one by the introduction of a new person; sometimes there is deterioration of some member; frequently residence changes require a new examination of the home and surroundings; objectionable neighbors may have come in; occasionally the foster mother is careless in the care of the child or allows some portion of the premises to become dangerous to health.

METHODS OF SUPERVISION.

SUPERVISION BY PAID OFFICERS OF THE SOCIETY.

In the Brooklyn Children's Aid Society supervision is under the immediate charge of the head of the shelter department who visits the homes herself or sends an assistant carefully instructed as to her duties. At intervals of about two months a thorough inspection is made of the house and surroundings, private interviews are had with the child, the school teacher and others, a variety of information being obtained and recorded. In order to facilitate these inquiries and be sure the whole matter is covered, an inspector's blank has been prepared that asks specific questions, for example: the records kept by the

foster parents of the names and addresses of the children and their visitors as required by law; the sleeping arrangements; the food; the bath; the attendance upon day and Sunday school; names of teachers; moral atmosphere of the home and other information that will make clear the physical, mental and moral conditions. Other visits are made of a less formal character.

The friendly relations established with the children and the foster parents invite a free exchange of views and confidences. The children are taught to look upon the visitor from the office as a friend interested in their welfare. Often they greet her with evident signs of affection. Visits to the day and Sunday school teachers are the means of arousing much friendly interest in the welfare of the child.

SUPERVISION BY BOARDS OF HEALTH, STATE BOARDS AND OTHER SOCIETIES.

Occasional visits are made to the board homes under the care of the society by investigators sent out by the Society for the Prevention of Cruelty to Children, the State Board of Charities and the Board of Health. Visits by such officials are apt to be somewhat hurried, possibly perfunctory or formal, and no attempt is made to do more than guard against the most obvious abuses.

Still the good done by such official inspection is not to be measured by the exact number of visits made or the time spent in each home. The fact that such visits may occur at any time and place has a stimulating effect, and words of praise from these officials are prized and frequently quoted. The time will come, I presume, when the inspectors of the State Board of Charities will be required to visit with regularity the children placed out in the State. It would be a great undertaking, no doubt, but perhaps the work could be so organized as to make it practicable and as useful as their inspection of institutions.

SUPERVISION BY VOLUNTEER VISITORS.

Too much stress cannot be laid on the desirability of securing the services of volunteer friendly visitors. The ideal system

ovide for such a friend for each child placed out ncourage the formation of close personal ties n them. Just the right kind of a visitor is, of course, asy to obtain as such persons are often in great demand urch and other work and their time is likely to be pretty absorbed. Efforts in this direction would be well repaid no doubt rewarded by finding in each community persons the necessary qualifications and time who would act as cial disinterested guardians of the children's interests.

UPERVISION BY RELATIVES AND FRIENDS OF THE CHILDREN.

elatives and friends, if not morally objectionable, are encouraged to visit the children. As many of the boarding homes are the suburbs and can be reached without much expense, a considerable amount of such visiting is done.

But do not the relatives interfere with the management of e children by the foster parents? Do they not object to the , food or clothing given them? It would be natural to ex- such complaints in view of the well known tendency of people who get something for nothing to find fault. Then, too, even mothers who have failed to care properly for their children, sometimes think they know just the best methods and might be expected to insist on their own ideas.

Occasionally, it is true, there is trouble, but not often. Many more expressions of gratitude than criticism have come to the management for the work of the foster parents. We have been agreeably surprised at the infrequency of complaints. It is possible, though not probable, that relatives refrain from fault finding thinking that the foster parents might ill-treat the child in consequence or that the management would not listen to the complaints.

Doubtless if supervision by friends or relatives is to be of use special pains must be taken to have them understand their assistance is expected and desired. At the same time, they should be required to make their suggestions or complaints to the management and not to the foster parents or to the child

unless, indeed, it is a small matter where a word to the foster parents would suffice.

The child's parents or other relatives should be urged to acquaint the management with the child's defects or peculiarities and their consent should be obtained to the special operation sometimes necessary to cure the defect. Often very patient and long continued explanation will be found necessary to convince the parents of the necessity for the operation. But it is time and energy well spent. Much future benefit can thus be secured to the child should he return, as most of them do, to their parents or relatives' care. It is a case of educating the parent at the same time you are training or helping the child. We worked for three years with one mother trying to secure consent to an operation on her child and at last succeeded.

Now and then we find the relatives or friends imposing on the foster parents by coming too frequently to see the child, staying too long, being there at meal times and practically asking for a meal, taking the child out to questionable amusements or giving them indigestible sweetmeats. In almost every case a simple word of remonstrance or warning from the management or foster parent corrects such matters without trouble.

Parents' eyes are sharp to spy out injury to the child, if done by some one else than themselves, and a mother or other relative can secure confidences from the child that no one else can obtain. It is worth while, therefore, to enlist their interest and secure their cooperation.

Of course there is another reason for keeping relatives interested in the children, namely, they are thus encouraged to resume or assume the care of the children as soon as circumstances permit.

Such investigation and supervision is indeed valuable and desirable but cannot take the place of the supervision by the management already described and which must always be the chief reliance.

ch Should Govern in the Supervision of Children in Foster Homes.

in this work as in others are expensive and , energy and patience to establish. It is quite too, hat the ideal would recede as advances were rd it. New vistas would open, that is, new principles nodifications of principles already made would suggest elves.

om the study of the supervising systems of the State Chari- id Association, the Boston, New York and other Children's ocieties, and from my own experience of several years, I he following principles have formed in my mind:

rst—No amount of supervision can make up for careless- s or mistakes in the selection of a home. Once placed, ill- s or other conditions may make removal difficult, if not im- ssible, even though the home is known to be undesirable. n, too, the most careful supervision may fail to show certain lesirable conditions that a preliminary investigation, through references, would have revealed.

Second—Friendly relations must be established both with the children and with the foster parents. Mutual confidence should be cultivated and affectionate interest shown by the visitor. Great care ought to be exercised, however, that there is no rivalry for the child's affection. The foster parent should, and under normal conditions would, receive the larger share of the child's love. For the child to feel that the visitor may be appealed to against the foster mother's discipline would be a grave error, as the parental relation which should exist would be seriously undermined. Friendly feeling is a plant of slow growth sometimes, so no discouragement should be felt if it is not aroused at once.

Third—Supervision should cover the physical, mental and moral life of the child. The investigator should be provided with a list of questions inquiring as to the conditions existing in the foster home. These questions need not and ought not

to be displayed before the foster mother or child, but the answers should be written out almost immediately after leaving the home, while the facts and impressions are still fresh in the memory.

Foster mothers sometimes feel a little hurt at a detailed inspection of their home, and yet I am convinced it is unsafe to neglect any possible danger point each time the inspection is made. Closets, cellar, ventilation of rooms, neighborhood conditions should be carefully inspected and their condition recorded. Of course this should be done tactfully, so as to hurt the feelings of the parents as little as possible. Suggestions for the correction of wrong conditions may often be made at once, occasionally the conditions are such as to need the interference of the management or special directions.

The child should be looked over with care, the investigator having been previously instructed as to the ordinary defects of eyes, ears, nose, skin and throat. My experience indicates that many children suffer with nasal and throat growths that are often entirely unsuspected by the foster parents. Physicians agree that such growths do great harm, increasing the tendency to catch cold and causing stupidity, loss of hearing and retarded chest development. A slight operation is all that is necessary to give relief. Defects of eyes and teeth should also receive immediate and skilled attention. It is likewise desirable to make inquiries in regard to progress in the school and the kind of books and papers that are being read. The moral atmosphere of the home should be considered. Interviews should be had with the teachers of the day and Sunday schools, who will usually be found ready to report on the children under their instruction.

Fourth—An interview alone with the child should form part of each inspection. The presence of the foster parents may deter a child from speaking freely of matters the visitor should know. Such opportunities for conversation can be arranged tactfully so that the child may not realize the interview has been planned. To the extent the inner life of the child can be

at extent can the investigator feel the true situ-
a h n grasped.

fth—The test we should constantly apply in our supervision, well as in all our work for children under our care, is, "Are se the conditions under which I should wish my child to be placed?" I do not mean that we should insist that our foster homes should be those of the middle class or the wealthy. Indeed the economic condition, if not that of poverty, is unimportant. The vital matters are those having to do with the character of the foster parents and the physical and moral conditions that prevail in the home and neighborhood. This simple personal test in any case clears the atmosphere wonderfully, doubtful matters resolve themselves at once and usually on the side of the safety of the child.

Sixth—No one should be relied upon as a visitor or inspector of foster homes who does not possess a good knowledge of human nature, keen insight, tact and common or rather uncommon sense. Without all these qualities the work will be unsatisfactory. The ability to look beneath the surface of things should be combined with the truthfulness and loving kindness that inspire affection. The inspector must prove all things, but do so without argument or antagonism. A keen eye should be wedded to a warm heart; the disposition to believe everybody should be accompanied by a determination to prove everything. Such an unusual combination of qualities imply not only natural ability, but training; not merely special aptitude, but considerable experience.

The power placed in our hands to mold the child's life is a great one; its influence stretches into Eternity. No person with a sensitive conscience can possess such power without having at times an almost overwhelming sense of the responsibility its use involves.

On account of the removal of Mr. White to California, the foregoing paper was read by Mr. Hebberd.

The discussion of Mr. White's paper on "The Supervision of Children in Foster Homes," was opened as follows, by Rev. NELSON H. BAKER, Superintendent of the Saint Joseph's Orphan Asylum at West Seneca, near Buffalo:

It was with much pleasure that I listened to the reading of the learned and exhaustive paper upon the principles and methods of the supervision of children in foster homes, and was pleased to hear of the many most excellent methods adopted by those in charge of dependent children in selecting for them their foster homes, and society must be deeply indebted to them for their efforts in making this department of their work so great a success.

Experience being our best teacher, is ever enlightening us as to the taking of new precautions in carrying out a work fraught with so much responsibility, upon which the whole future, both spiritual and temporal, of these little wards must necessarily be involved.

In my experience of twenty-seven years in connection with the work of finding foster homes for orphan and dependent children, I think the most important factor of any which we have as yet considered is the motive prompting the so-called foster parents in adopting a child as their own; it is one of the most difficult and trying questions with which we have to contend, and upon which the future happiness or misery of the child is to depend. Selfishness enters so largely into the motive of human actions that it is usually the prime motive in an action of this kind; the motive easily unravels itself; ask a party looking for a child to adopt one six or eight years of age, and see how quickly it will be rejected; show them a bright boy or girl at fourteen or fifteen and see how quickly they will be accepted; and why? Simply because the younger child will be of no service to them for many years to come, but the boy of fourteen is already equipped with physical strength and schooling to make himself immediately useful and perhaps save the expense of a man upon the farm, and the girl would be so useful that perhaps no other girl would be needed to perform the many domestic duties of the household.

A short time ago a farmer, well recommended, applied to me to

adopt a little boy, and thought if he could get one about ten years of age he would be suitable; I told him if he would give me an idea of what he wanted with the boy I could tell better what to give him. He replied "I want a boy to do chores about the house, to drive the cows to pasture, to hitch up the team, to drive the milk to the factory, to pick up stones, to do some plowing and some dragging, only a few chores like those"; after he had finished, I told him that our ten-year-old boys were hardly adapted or able to do such work, but that a boy about twenty years of age would be much more suitable, and he could get such a one for about $20 a month and board.

Our societies engaged in this work have not used sufficient precaution and have not had sufficient supervision of children after their placing out, and the results have been most disastrous. Some time ago a boy of sixteen or seventeen approached me upon the streets of this city, leaning upon two crutches, while his crippled legs were dragging upon the ground. He asked if I could get him something to do, as he was tired of living in the poorhouse; I asked him his history, and he told me that he had been adopted into a farmer's home in Niagara county by some placing out society, and that he was worked very hard, being obliged to do a man's work, and when it rained and he could do nothing else, he was kept at the wood pile chopping wood in the rain, until he was so crippled with the rheumatism that he was unfit to do anything, and then he was sent to the county poorhouse and stayed there until in despair he broke away and started out to see if he could get anything to do; as the poor boy could not stand erect without the aid of his crutches, I advised him to return to his poorhouse home, as no one would hire him. Somebody was responsible for the wrecking of that poor boy's life. Some time ago a young man about seventeen came to me for refuge, as he said he had run away from the farmer to whom he had been adopted, on account of cruel treatment, and stated that he had often been knocked down and had his head pounded against the ground. He was not with us long before he showed signs of insanity, and two doctors in lunacy were sent for, who pronounced

him insane and he was sent to the State hospital, where he is now a raving maniac.

I know of other boys whose lives have been ruined by the cruelty practiced upon them by their foster parents, and no visiting agent came to their relief, and in many instances ran away from those homes and sought others of their own selection where they would be treated more humanely; boys sent to the West and placed upon farms run away from their new masters, and having arrived as far as Buffalo, were picked up here as vagrants and placed under our care, and when questioned stated that they could no longer endure the severe treatment at the hands of their foster parents.

A very grave danger exists which is not often considered in adopting a girl twelve to fifteen years of age into a family where they had boys of their own about the same ages, or worse, adopting such a girl into a home where they had an adopted boy of about the same age.

The keepers of the Erie County Penitentiary some time ago declared that in the person of a young girl, one of their prisoners, they had the most degraded and loathsome specimen of female depravity that ever came under their observation. Upon examination it was discovered that she had been adopted when about fifteen years of age into a family near the city of Lockport, and in a debauched and ruined condition became a public character upon the streets of that city. Afterwards coming to Buffalo, she continued her downward career until most of her young and degraded life was spent behind prison walls.

A man called me up on the telephone to know if we had a boy for adoption, about fourteen years of age, and I replied that I thought we had. He then asked if we had girls also, as he would like a girl about the same age; I replied that if he intended adopting a girl he could never have one of our boys, as we would never allow a boy and girl about the same ages to be adopted into the same family; our experience is that unless these precautions are taken the best regulated systems of visitation will be of no avail in saving the future of the girl. It has been proven to be a

n girls adopted into families have contributed no e number of prostitutes in our large cities.

a young woman some time ago at the House of the Good rd, and recognizing her as one whom I knew as a little girl, I sked how she came here, and she stated that when fifteen she was adopted into a family, where she soon lost irtue, and soon after was sent to the lying-in asylum, and g left there her infant came here to spend her life in penance r sin; the other alternate was to throw herself away, and r the kind influence of the Sisters of the Good Shepherd her l life would have been soon ended.

beautiful little orphan girl, between twelve and thirteen f age, was adopted some time ago into what was considered excellent home in one of our suburban towns by one of our orized county agents, and before the year elapsed the little , not yet fourteen years of age, came near losing its young n its struggle in becoming a mother.

nts may make mistakes in placing children amid dangerous oundings, but those who have charge of visiting the same, with a keen knowledge of human nature and its weaknesses, ought immediately to remove the child, no matter what the objections may be.

A subject which I think has not as yet been touched upon is the respecting of the religion of the child to be adopted. If the child is old enough to have some knowledge of the religious faith of its parents, that knowledge should be respected, as it will tend much to make the child contented in its new home. Nothing will tend more to make the child lose confidence in its foster parents, than an attempt to uproot or destroy the faith and its practices, implanted deeply in its heart, by those fond parents, whose memory is so lovingly and fondly cherished, whose kind and earnest instructions have made indelible impressions upon their tender minds, which perhaps time may never entirely efface.

A child twelve or fifteen years of age, reared by fond parents, who taught it the principles and teachings of the faith they professed, be it that of the Methodist, Baptist, Episcopalian or Pres-

byterian, think of placing such a child in a Catholic or Hebrew family, where it must learn to forget all the early impressions; and think of placing a Catholic child, with all the tender memories of its many pious practices which it learned at its devoted mother's knee, think of uprooting those tender vines of memory, that have grown down deep in the soil of the soul, and are cherished with the very tenacity of life; attempt to destroy these, as they must necessarily be destroyed, and you build up a barrier between the child and its foster parents which time cannot remove.

In conclusion, our experience has taught us that the very best system of supervision of children in foster homes is to interest the parish priest or minister of the place in the home of the adopted child, and as he is personally upon the ground, is well qualified to judge if the home is a proper one and if all of the surroundings are suitable for its best interests.

I have often taken ten or twelve little boys into a country village, and with the aid of the parish priest placed them with families of his own selection and with whom he was perfectly familiar. I placed upon him the entire responsibility of the future of these children and he accepted the same, and in his constant tour of visitation watched closely the care bestowed upon his young protégés, and if he felt that there was a lack in the care and attention that should be given the child, or that the surroundings were developing against its best interests, or for any reason that he deemed its best interests were suffering, the child was immediately removed to some more favorable home and without any interference from ourselves. We have found this system of supervision of homes in which homeless children are placed to have produced the very best possible results.

The Chairman announced that the topics were now open for discussion. There being no one who desired to speak, the Chairman declared the session adjourned at 10:20 p. m.

FIFTH SESSION.

Thursday Morning, November 19, 1903.

HOTEL IROQUOIS ASSEMBLY ROOM.

The fifth session of the Conference was called to order at 10.30 a. m. by the Secretary, who stated that Mr. Joseph T. Alling, of Rochester, would preside over the morning session.

REPORT OF THE COMMITTEE ON POLITICS IN PENAL AND CHARITABLE INSTITUTIONS.

By Mr. JOSEPH T. ALLING of Rochester.

Politics are sometimes spoken of as a "necessary evil." But the democracy of which we boast is based upon the proposition that every citizen shall take his part in the public affairs. The "consent of the governed" on which we proudly proclaim our government to be founded necessarily compels us to register our "consent" or our "dissent" through political agencies. The organization of the voters into parties, and all the necessary machinery for nominating and electing public officials does not then constitute the evil we deplore.

What then is this evil thing we call "politics" against whose entry into penal and charitable institutions of the State we make such emphatic protest?

To follow politics for a living is just as honorable as to follow law or business, indeed it seems less selfish for a man to devote his time to the administration of public affairs than for him to spend his energy exclusively on his own personal matters. Unfortunately, however, many of those whom we elect to public office seem to consider their *personal interests* of first importance, while their duty to the public is entirely secondary. Indeed it seems very difficult for the average office-holder to regard his office in any other light than in that of his private property. In the majority of cases public office is not regarded as a public trust, but as personal property to be used primarily for the benefit of the owner.

Now when the office-holder begins to regard his office as a mine to be "worked for all there is in it" for his personal advantage he ceases to consider questions of public policy on their merits. He forgets to pay much attention to the necessity or desirability of the measures that come before him, but considers instead their effect upon his own private fortune. He forgets his duty to the State, and swears allegiance to a new controlling force.

Now that controlling force varies with different men. With some it is their pocket pure and simple and they are out for it all the time as Mr. Croker brutally admitted. But though comparatively few descend to that low plain, a great many of our officials regard their duty to their party, and to the leaders of that party as much more imperative than their duty to the public whom they have sworn to serve. Their action on public questions is largely determined by the needs of the party machine. It is this that I term "playing politics," and I denounce it unsparingly, for it always works disastrously to the public interests which these men were elected to guard.

If such a man have charge of a department of the government, the needs of that department must bend to the exigencies of his own career or to the needs of the party machine which is euphemistically termed the "organization." If additional employees and higher salaries will strengthen his position, he demands them without regard to their usefulness or necessity. If on the other hand he can win an election for his party or himself, by cutting down the number of officials, or by lowering their pay, straightway he is ostentatiously for "economy," even though the work of his department be cramped by this policy. The danger of the situation becomes all the more apparent when the same considerations control all the departments of the public service, and when the interests of the public are considered only to such extent as may seem necessary not to create a scandal, and cause a political revolution.

Now the State suffers heavily both in quality and the cost of such government of the politicians, by the politicians and

ıns, so that the situation should excite alarm
when considered with reference even to the
y affairs of administration, but it becomes immeasurably
when politics invade and take possession of the depart-
that deal with the delinquent, defective and unfortunate
s of the population. If the people choose to permit their
ts, roads, canals and forests to be managed according to
ical methods, we may wonder at their choice but we can
ıiesce and bear our small share of the loss and dishonor.
when the politicians begin to put their unholy hands on
ick, the weak-minded, the insane and the criminal classes
it is high time that every decent man in the community
s his voice in earnest protest against such invasion.

e difficulties in handling the work for these classes of the
e are great in any case, but these difficulties are aggravated
ost beyond belief when the demands of politicians tie the
ıds of earnest workers, who are striving manfully to solve
difficult problems connected with the State's charitable and
al institutions. We need the *best possible* service, and for years disinterested men and women all over the State have been striving toward that goal in an entirely non-partizan way. During the last two years, however, the charitable interests of the State have been subjected to a political espionage and meddling control that threatens to produce most serious results.

This Conference is made up of those who are interested or actually engaged in the charitable or correctional work of New York State. Its members see most clearly the damage that this invasion of politics will bring to all the institutions in which this work is going on, and accordingly one of the standing committees of this body is especially instructed to watch all efforts being made to "play politics" with the public charities and to report their conclusions to the committees of the whole.

The Chairman of this year's Committee on Politics in Penal and Charitable Institutions is not connected with any of the State institutions, and can only see them from the outside, while to know the facts one must be in active touch with them.

Moreover, it is difficult to get the facts from those who are connected with the actual work of the State, because one of the very first moves in the game to lay political hands on our State charitable institutions has been to close the mouths of all employees by fear of dismissal, for the power of appointment and dismissal has been grabbed by the politicians. Even those who are not moved by any fear of dismissal are loath to incur official displeasure against their institutions and thus make it more difficult to secure the necessary appropriations.

Now it is easy to see that the unwillingness of State employees to discuss the actual situation is one of the strongest proofs of the presence of influences that are most abhorrent, and that ought not to be permitted to exist.

As is well known, the Governor of this State has made a determined effort to add the twenty-five State hospitals and charitable institutions to his patronage column and to increase the power of his political machine over the people of the State by "playing politics" with the interests of the sick, infirm and delinquent classes. He has done this in the name of economy and under pretense of the correction of abuses, but the evidence that has accumulated up to date makes the presumption very strong that he is greedily seeking to extend his power over these institutions so as to make them contributory to the political welfare of the organization of which he is such a prominent member.

Let us see what the changes in the law have been, and to what they point.

For years these various institutions have been under the control of boards of managers, who after being appointed by the Governor and confirmed by the Senate were expected to run the institutions, choose their officials, and subject to the supervision of the State Comptroller, spend the money appropriated by the Legislature in such a way as the welfare of the inmates might require.

The Governor is a man of unquestionable courage, but even he did not venture to attack all these institutions at once, so

he tried his hand first on the eleven hospitals for the confinement and cure of the insane. A bill was introduced that abolished the board of managers of these institutions and transferred practically all their powers to a State Commission in Lunacy. The former board of managers were still permitted to *visit* the State hospitals and after careful censorship by the State authorities to tell what they saw, but the power to appoint medical superintendents and all other officials was vested in the State Commission in Lunacy subject to the consent of the Governor. In addition to the transfer of these powers many new powers were conferred upon this Commission. As I enumerate these note how cunningly they are framed for the purpose of reducing all the employees of the State hospitals to a condition of peaceful acquiescence in the demands of the political boss, and how ingenious are the provisions by which any acts of rebellion or independence can be punished.

First. Subject to the consent of the Governor, this Commission may abolish any office; an easy way of getting rid of men who being under the protection of the civil service they can not discharge.

Second. Subject to the consent of the Governor they may transfer physicians or superintendents from one hospital to another; a genteel way of making it disagreeable for superintendents who do not properly bend to the political program.

Third. Subject to the consent of the Governor they may transfer any of the duties belonging to the office of superintendent and assign their performance to other officers; a gentle way of curbing any unwarranted opposition on the part of non-political superintendents.

Fourth. Subject to the consent of the Governor they may prescribe what shall be the subject matter to be discussed in the Superintendent's Annual Report, and in what form the subject matter shall be handled. This provision, which seems less like an American than a Russian law, is most beautifully adapted to prevent any disagreeable tales of political mismanagement from being handled in the open.

Fifth. Subject to the consent of the Governor, they are given the sole power to appoint and remove the stewards, or purchasing agents of the hospitals; a wise provision for insuring the placing of contracts where they will do the most good to the politicians and the purchase of groceries where the profits will not go to undeserving outsiders.

Sixth. Without the consent of the Governor no new buildings can be built; no improvements made, and no special repairs entered upon, a painless method of insuring submission on the part of superintendents zealous for the improvement of their buildings and desiring to provide for the comfort and welfare of their patients.

It is not difficult to see that this legislation puts the entire employed force of the State hospitals in the hands of the Governor to be used as he sees fit. The superintendents are no longer the heads of the institutions. Their subordinates have been made independent of them and put into the class that holds office because of political pull, and not because of good work done. It is too soon for many of the bad effects to appear, but it seems to the writer that the seeds are sown and it will only take time for the crop to mature.

The Governor and the Legislature next attempted to abolish the board of managers of the fourteen State charitable institutions. A storm of protest broke out so general and so indignant that the politicians were forced to yield to public opinion, but not until they had secured the passage of a bill authorizing the Governor to appoint a fiscal supervisor who has control over the purchase of supplies for the various institutions, while all new buildings, improvements and special repairs are practically under the control of the Governor as in the case of the hospitals for the insane.

These provisions make it most advisable that the officers of the State institutions should support the plans and requests of the Governor if they expect to be permitted to carry out any of their plans for the work of their own institution. They also enable the State machine to farm out contracts where they will

do the most good. As an illustration of the present methods it is a matter of record that instructions from Albany direct the purchase of groceries from New York houses who promptly assign the orders to parties in Newburg and the goods are shipped from that city.

I have no desire to make any personal attack upon the Governor of this State, for any other man *with similar political ideals* would have followed the same policy if given the same official position, but with all the earnestness of which I am capable I do arraign the political system that deliberately subordinates the welfare of the unfortunate wards of the State to the interest of the politicians, the would-be lords of the State; and that cramps and nullifies unselfish labor of public spirited citizens in order that office-seekers and office-holders may wax rich and powerful.

Although the numbers of those for whom charitable work must be done is increasing, the appropriations with which to do the work have in most instances been decreasing per capita. There is no lack of money with which to build a barge canal, or to send the Governor and his staff and a regiment or two of men for a week's picnic to St. Louis to make a show of themselves, but in the sacred name of "economy" the appropriations for the care of the insane must be cut down. Political capital must be made by decreasing the State tax for a certain year in which a dreaded election must be gotten through with, while the deficits are quietly taken care of the next year with as little notoriety as possible. But the paying of deficiencies does not put the charitable work of the State on the high level from which it is surely being dragged. One of the most serious features of the policy of centralized control is the fact that the State service is being made unattractive to medical men of high standing. We are glad to say that we still have some of them in the service of the State, but the present conditions will disgust more and more of them and fill their positions with second rate men with political rather than professional ambitions. I am told that the civil service applications for the higher positions in the State service are becoming noticeably

fewer, and that the highest grade men still on duty feel the political lines tightening around them to an almost unbearable degree.

I will close by quoting a few lines from a letter received by the writer from one of the members of this committee:

"I fear that within a few years our State institutions will be welded into a powerful political engine threatening the welfare of the inmates and menacing every civic interest. I feel like fight whenever I think of it."

The only way to prevent the consummation of this most evil policy is to make the plan so public that the politicians will consider it too dangerous to attempt, for they rarely touch anything that they think is "loaded."

The committee bespeaks co-operation from all the members of this Conference who agree with these views, in order that the public may be informed as fully as possible as to what is going on in the attempt to put politics into the penal and charitable institutions of New York State, for, to quote from a correspondent:

"When these institutions are taken away from the service and general management of the people by cutting off the services of charitable and philantrophic persons, and are put into the hands of those who have only politics and political considerations to govern them, the people may well distrust the low condition to which they are brought."

JOSEPH T. ALLING.
ISRAEL AARON, D. D.
FREDERIC ALMY.
JOHN J. BARRY.
HERBERT S. BROWN.
JOHN CRANE.
WILLIAM A. DOUGLASS.
GEORGE E. DUNHAM.
MRS. FREDERIC R. HAZARD.
DANIEL B. MURPHY.
D. C. POTTER.
WILLIAM G. RICE.
WM. BURNETT WRIGHT, JR.

THE BLIGHT OF POLITICS.

By Honorable THOMAS M. OSBORNE, Mayor of Auburn, President of the Board of Trustees of the George Junior Republic.

I. It is an old saying that a stream can never rise higher than its source. In considering the influence of politics upon institutions we may take as our starting point this fact, *that no man can escape from the pressure of the forces that placed him in office.*

This proposition is equally true whether we apply it to business or politics—whether to an autocratic or republican government. The influence of the appointing power is always keenly felt; however much the strength of it may be modified, by such cross-currents as a man's natural disposition, his religion or what not. History to be sure is full of exceptions—notable and otherwise; men who have been put in office to pursue a certain policy and have been strong enough to break through the net—to revolt; becoming sometimes traitors and sometimes reformers. But when you have made due allowance for all possible exceptions the proposition still remains true that a man cannot escape from the influences through which his position has been secured.

I am aware that stated thus baldly this proposition is a mere truism; yet like many a truism its importance is not always fully comprehended. For my own part, I have only lately been in a position where I could realize its full scope, and become aware of how extraordinarily sensitive most men are to the real or fancied demands of their official makers.

> "You wun't do much ontil you think it's God,
> "An' not constitoounts that holds the rod."

Thus cried Hosea Bigelow forty years ago, striking hard at one of the weakest spots in American public life; but one may well question whether Lowell was not asking for more than he had a right to expect, for it is the nature of man to be faithful to his trust and to most men their official trust is to obey the wishes of their constituents.

II. 1. Take, for instance, an office holder under autocratic government. It is obvious that a Louis XIV, even while claiming to be the whole state, must have deputies to act for him. Getting their offices from the king; dependent upon him for social position, for power and place, for bread and butter, even for life itself, what more natural than that these should regard their sovereign as little less than a god; and that something of blasphemy should mingle with the idea of contradiction or disobedience. Gratitude to the dispenser of all good things, and a desire at all hazards to please him would be the inevitable result. All the ordinary instincts of gratitude would lead that way ; whether we use the word in the ordinary sense or accept the definition of the cynical Frenchman who defined gratitude as "a lively sense of favors *to come*."

2. On the other hand take as a modern instance an ordinary business appointment—a clerk, a foreman, a superintendent,—is it any more possible for them to escape from the influences that appointed them? The appointee in business will naturally respond to the ideas and ideals of the appointing power. If that power has good business notions the appointee will try and carry them out; if he is careless and slack, it will be apparent throughout the whole office. Let the executive head say to the superintendent of a mill, "You must run this mill to produce the best possible product at the least possible cost; and if the product deteriorates or the cost runs up, out you go," the chances are that the superintendent will do his best to produce the good result. But if the head were to say to him, "you are appointed, not for business reasons, but because you are (for instance) a Presbyterian, and your business is not to produce the best goods at the lowest cost but to see that none but good Presbyterians are put to work," the chances are that however acceptable in the sight of the Lord such an assembly of the elect might be, the concern wouldn't have a very favorable balance sheet at the end of the year.

3. In American politics, in the matter of elective representation, there is a curious inconsistency between our theory and

our practice. In theory nothing could well be more perfect. A community gets to be too large to meet and legislate for itself, so it delegates its powers to a few individuals. The city has its aldermen, the county its supervisors, the state its assembly and senate. Theoretically a representative may be supposed to have views of his own. Our legislators are presumptively persons whose intellectual and moral gifts are such as to make them worthy to represent and act for the community which elects them. Not merely to register the will of the people on certain well-understood questions but to formulate and discuss new laws or new applications for old ones. In other words while there is delegated the power to register, on all matters, the will of the particular section which elected him, there is also given the power of initiative in those larger matters which affect the community as a whole.

So far the theory of a representative government. As a matter of practice, however, the legislator usually fails to feel himself the moral and intellectual representative of his constituency as a whole, for he is overburdened by his sense of responsibility to the force that put him in place, a force which may be a party, a clique, or a boss. This feeling goes so far that a man elected by a constituency of a certain political faith will often ignore the rights of the minority; and one who owes his nomination to a political machine will confine his duties to taking orders from "the organization."

4. When we come to administrative offices it is very much the same thing. A man is elected or appointed to an office—to whom does he really feel allegiance? The answer is so natural (human nature being as it is) that it might almost be held to be inevitable. Here, also, a man will certainly feel under obligation to those who secured him his position or his advancement. He would be ungrateful if it were not so. The better qualities as well as the worse dictate such feelings. The other day I had occasion to criticise a certain city official for indiscreet "offensive partisanship" before election. "Why, your honor," was the reply, "Alderman So-and-So secured me my posi-

tion. I didn't ask him for it, but he selected me and had me appointed, and when he asked me to help him I couldn't refuse." It is easy to argue that he should not have done it even if Alderman So-and-So did ask him; it is easy to say what this official or that ought to do, to hold that this man made a mistake in not being more independent, and that man ought to have been more far-sighted, the fact will remain that the stream can not rise higher than its source. When one gets down to a fact founded on the bed-rock of human nature it is useless to argue as to what ought to be—one must accept the fact as the starting point of reform.

III. If then this truism which we have been discussing be true, it must be plain that an official placed for political reasons in charge of a charitable or penal institution will have in mind, not the producing of the best goods at the least cost, or in other words the producing upon business principles of the best results with the greatest economy, but will try to please the appointing power whoever that may be; and that the subordinate officials will spend their time in hanging on to their jobs by making themselves pleasing in the eyes of some particular "power" rather than by doing good work so as to add their share in making the business pay.

To be sure we must not forget that we often find exceptions, men whose experience and sympathy bring them to understand their business and who make good officials in spite of the vicious system under which they work. It is true, however, that they work always at a disadvantage, for the probability is that the "powers that be" do not appreciate or care for good work, and certainly have not put him there to produce it.

IV. The selection of men for political reasons tends to produce one great evil—the direful spring of woes unnumbered. I mean the choice of inferior men. As I have grown older I do not know that I can say that I have less faith in systems but I certainly have much greater faith in men; for good men will produce good systems; but good systems without good men are good for nothing. It is personality that counts. There is no

reform except through the individual, and whether in business or in politics, it is the spirit inside the man which makes the record. Give me a factory of perfectly honest, industrious and virtuous men and I could drive my competitors out of business.

It is by the appointment of inferior men that the blight of politics comes upon the institution; for the political system of appointments tends to drive away the honest, independent, skilfull and resourceful man, for the very simple and natural reason that he can get more satisfaction out of his work in some other kind of business. A man of character and ability looks in the first place for a steady position, not one which is liable to be taken from him by the next man with a bigger pull. In the second place he looks for a business-like independence through which to gain his results, instead of being hampered in every effort to do his best by political considerations. In the third place he looks for a situation where his work and its results will be duly appreciated by others and a source of pride to himself, not one where he will be judged by a false standard entirely outside of his work.

1. Lack of permanency.
2. Lack of independence.
3. Lack of appreciation.

These are reasons enough to discourage any good man in taking a position and they certainly tend to dominate where officials are chosen for political reasons.

V. It is an undoubted fact that at the present time our charitable and penal institutions are in a state of transition. We have drawn away from the old ideas of charity and punishment, but our methods lag behind. We no longer think of charity as a means of salvation to the giver at the moral expense of the receiver. We no longer think of punishment ("an eye for an eye, a tooth for a tooth") as the proper end of justice. The old ideas have given way to new ideas of reformation and upbuilding, but we have not yet learned how to translate these ideas into methods. For instance, take our prisons. If our aim is reform not punishment, if we set out to make these men really fit to

perform their part in society, why do we place them in a community from which every vestige of natural society is banished? Can we teach them how to use their freedom by clipping their wings?

In our charitable institutions we are better off. Hospitals for the sick or insane have a more enlightened treatment, for here we seem to understand what true convalescence is and how to reach it. The doctors have studied how to minister to such bodies or minds diseased, and the result is a far higher standard of successful method than in prisons. On the other hand, some of our charitable institutions for children—our so-called industrial schools and houses of refuge—are little more than prisons for the young, and are worse than prisons for the old by reason of the youth and hope that are being crushed. For here again you are trying to prepare the inmates for the world in a place where no elements of real life are allowed to play about them. Somewhat the same criticism could be made of Orphan asylums, and the efforts which are making nowadays to take children from such institutions and put them in homes are certainly in the right direction.

The reason that prisons fail, that orphan asylums do not succeed, that reform schools in so many instances do not reform is that the individual is lost in the mass; the reason why the insane are better cared for, why hospitals cure is because they never dream of treating their patients by the wholesale. What should we think of a hospital ward where a universal treatment was prescribed for all patients; smallpox, typhoid, broken legs, pneumonia, all jumbled in together and put through the same course. Yet it seems to me this is exactly what we are doing in our prisons. Until we learn that every individual must have individual treatment, and establish an elastic method by which each patient shall receive it in the midst of a normal and natural system of society, just so long we shall fail in taking the first effective step toward our new ideals of reformation.

VI. Now it is just here that politics plays the worst havoc. We need to bring to bear on the problem the most careful study,

the most delicate perception, the most sympathetic management. We recognize at once the miserable results which a mixture of politics would produce in our own private business; yet where the business is the most delicate, where we have to deal with the finest of all mechanisms, the human being, we do not hesitate to entrust the work to those whose whole attitude of mind is careless if not wrong, by reason of their minds being turned towards producing results quite outside their real duty. I have no wish to exaggerate nor belittle the efforts of many worthy officials, but we get men at the head of our institutions as a result of politics who are satisfied to go along in the old ruts, who have little power of initiative, who have not that interest or love for the separate individuals who collectively compose their problem that will lead men into the untried ways where lies the advance of the future. These men think of inmates in large groups; they cannot distinguish the trees on account of the forest; they may at the best stick to the letter but they fail to catch the spirit.

Let me repeat again that there is not and cannot be any such thing as reform by the wholesale. The individual must catch the spark of sacred fire; and fire can be struck by rubbing dry sticks together, but never by running them all through the same shaper.

VII. The blight of politics then is this:

1. We have institutions in which are collected a larger or smaller number of restless, highly organized human beings—raw material of the most difficult kind to work up—to be manufactured into good citizens, strong enough to mix with society as it is.

2. The prevailing methods of dealing with this business problem, for it is in one sense a matter of business, are at the present time under suspicion, and great care and thorough examination by experts with a keen sense of their responsibility to the inmates of the institutions are vitally necessary to bring those methods into harmony with our new ideals.

3. Yet the charge of these institutions is intrusted for politi-

cal reasons to men with a sense of responsibility not to the inmates but to those through whom his position was secured. This means often less attention to the securing of good results inside the institution than to the carrying of caucuses and the getting of delegates outside.

These things tend to produce:

1. Toward the inmates heedlessness in the upper officials, brutality in the lower.

2. Indifference to better methods, a desire only to be let alone, to pursue the well-worn routine.

3. Forgetfulness of the fact that there is no such thing as reform by wholesale; that it is an individual matter and that each man must be treated for his particular trouble if he is to be made strong enough to face the world.

VIII. The remedy for the blight of politics lies, as the remedy for so many of our social ills lies, in a forceful and constant appeal to public opinion. If the "constituents" demand that officials shall be appointed not for political reasons but for business reasons, the legislators and others in authority will quickly obey. The very sensitiveness which now creates the trouble on the one hand will work the cure if applied on the other. This is the hope of our democratic self-governing experiment—the uplifting of the whole body so that it will demand the right. It is slow but it comes. "Not in vain the distance beacons."

In the meantime it is not necessary to wait until the whole mass is leavened, a unified body of thinkers and workers like this can gain their ends in advance of public opinion. To him who asks the loudest it is often given; and if the loudest request be right there is no need to feel too modest about the asking. Let those who are most interested firmly resolve that all politics must cease in our penal and charitable institutions and the thing is done.

The discussion of Mayor Osborne's paper on the "Blight of Politics" was opened as follows by Mr. HENRY W. SPRAGUE, of the Municipal Civil Service Commission of Buffalo:

The main thought expressed by Mayor Osborne in his admirable and suggestive paper is that in the performance of their duties, our public officials are influenced by the desire to please and placate the powers which placed them in office rather than by the ambition to administer such office well; that the public servant feels his first allegiance is to the political powers which gave him his position and that the efficient and able administration of such position is secondary and subordinate to such allegiance.

All this is, unfortunately, only too true, and the direful effects of such a system, where faction reigns and where the welfare of the public is of little importance compared with the progress of the party or the advancement in power of the party boss, Mayor Osborne has clearly and forcefully portrayed.

Now what are the remedies? I have not much sympathy with the point of view of Cato the Censor. I would not spend, in examining and criticising the evils of our political system, one minute longer than is necessary to fully understand such evils as an aid in our plans for their eradication.

In considering this question we must divide our public officials into two classes, namely, the elected class and the appointed class.

Of the former class I shall, for lack of time, have little to say, although I would like to say a great deal. I am convinced, however, that party leaders and public officials are keenly sensitive to the will of the people and that, after all, in the ultimate analysis, the dread of popular disapproval at the polls largely controls their actions. If the public officials of this class were elected by direct ballot we would soon see a marvelous improvement in the conduct of all those who obtain public office by popular vote. The trouble comes through party rule and party allegiance. The people have everything to say at the polls, but they have little to say at the nominating conventions. These conventions simply register the will of the party leaders. The nominees are, therefore, not the choice of the people. This evil is inherent in party rule, and party rule appears to be inherent in a democracy. The only remedy is to teach the people to emancipate themselves from

blind, senseless and unreasonable allegiance to party; to learn to draw the line at the point where public welfare requires their support of their party and where such welfare demands just the opposite course on their part. By this process you create a large, independent vote, and that vote drives the party leader to consent to the selection by the convention of nominees whose qualifications for the faithful and efficient administration of their office commend them to public approval.

I could cite numerous instances where men have so ably conducted elective offices, or are so admirably fitted for the same, that the party leaders have been forced to put them in nomination. This happens usually in communities where party lines are equally divided and where, as a resultant, the independent voter has the balance of power.

Our conclusion, therefore, is that the remedy for the evils portrayed in Mayor Osborne's paper so far as they relate to elective offices, is the independent vote.

Now let us consider the second class of public servants, viz: that vast army of appointed employees who do the public work for the country, the state, and the municipality. How can they be made to fit themselves for office with their thoughts directed solely to the question of their competency to efficiently fill the positions to which they aspire; and when they attain office, how can they be taught to realize that their sole and only duty is the faithful, intelligent and progressive performance of their work, without thought of or consideration for party boss or party control?

The answer to these questions is not far to seek. A remedy is at hand and is now in operation. Mayor Osborne has said that "no man can escape from the pressure of the forces that placed him in office." This is undoubtedly true. But if the force which puts a man in office is the *man himself,* and no other influence or cause, then surely you have solved the problem.

If you can devise a system whereby appointive offices are open to those only who show themselves, by proper tests, most competent to fill them, and such competency is the sole test in the

selection of the persons to fill them, then surely you have established the best, the wisest, the most popular, and the most democratic method of administering public affairs and of filling public places. Then the candidate for office knows that upon himself, and himself alone, depends his selection for the place; that no outside influence or intrigue, or underhand party "deal," or favoritism of a party boss, can aid him; that he must train himself either physically or mentally, or both, as the case may require, for the duties of the office to which he aspires; that if he is the best trained and best fitted, he will get the place; that when he has the place, his retention and promotion will depend upon his zeal and efficiency in his work, and upon nothing else; and then we shall have a class of officeholders to whom their official duties are all-absorbing, whose object in life will be to make a great record in their respective positions, and with all this will naturally follow keen interest in their work, and as a result vast improvement in the way public affairs are conducted.

Now this consummation, devoutly to be wished, is nearer of attainment than many people realize, viz: by reason of the rise and progress of the merit system as applied to our appointments to office, which has been achieved within the last quarter of a century by what is popularly known as "Civil Service Reform." In the advancement of this merit system, we have not as yet, "struck millenium," to be sure, but when you compare the state of affairs, in this regard, at the present time, to what it was twenty-five years ago, surely the advance is striking and encouraging.

What was the old system? It is well summed up in Hosea Bigelow's presidential candidate's platform. After many verses devoted to the announcement of his sentiments on the public questions of the day and which leave him "fronting south by north," the candidate ends up with the following postscript, meant only for the ears of the person to whom the letter is addresed,

"Ez we're a sort o privateerin
Of course, you know its sheer and sheer,
An' there is suthin wuth your hearin,
I'll mention in *your* private ear;

If you git *me* inside the White House,
Your head with ile I'll kin' o' 'nint
By gittin *you* inside the Light-house
Down to the eend of Jaalam Pint."

Take the case where Mr. Candidate pays Mr. Voter $1,000 per annum for three years, for his vote and his assistance in obtaining the votes of others. How would you characterize such a performance? Simply as abominable and subversive of all popular government. In morals and good conscience, it is bribery, pure and simple, and in violation of every statute ever passed to prevent corrupt practices at the polls. Now, how is the transaction bettered if Mr. Candidate, instead of paying the money out of his own pocket, gives Mr. Voter a public office, good for three years, with an annual compensation of $1,000. The iniquity of the transaction is doubled, for Mr. Candidate has practically misappropriated the public funds to pay the bribe.

Louis the XIV, prince of despots, confiscated private property in the guise of taxation, and lavished it upon his favorites. Yet his action is less open to censure than that of the citizen of this Republic who confiscates official place to lavish the same upon the man who has assisted to put him in power. Louis knew no better. His course was in accord with the spirit of the time. He was born and bred an absolute ruler, everything in sight, according to his theory of government, belonged to him, and what he let the people retain, was pure condescension on his part. We, on the other hand, are supposed to be carrying on a government "of the people, by the people, for the people." Our rulers have no just claim to the people's offices, except in so far as they may be authorized to fill certain of the same with an eye single to the welfare of the people. These offices belong to the people, and any system which allows a party or a party leader to seize upon and distribute the same in payment of party or personal obligations, is in rankest opposition to the basic principles upon which our government is founded. Yet that system became so firmly grafted upon our body politic that it looked as if no human power

could eradicate it. Great political parties used the immense number of federal offices as so much party spoil to be distributed, regardless of fitness, among those who had contributed most to place it in power. Presidents, cabinet secretaries and members of both houses of our national legislature joined in this high carnival of misappropriation of office. They intrigued, importuned and fought for places for certain of their influential constituents, so that these constituents would keep them in power. The same evil system was, and alas, in many instances still is in vogue in State and municipality. Since this convention has assembled, the daily press has announced that a certain United States senator has been indicted under the charge that he has accepted money and property in consideration of his recommending a certain party for the appointment of postmaster. Think how that will sound when flashed around the civilized world!

This great Republic arrogates to itself a proud position in the vanguard of enlightened progress. And yet in this Republic, public office has been in the past, and still is in great measure, seized upon, bartered and sold, while the people sit helplessly by and allow themselves to be despoiled of their just rights, much as the ignorant French peasant succumbed to the tyranny of Louis.

Now what do we propose by the introduction and prosecution of the merit system? Why, to take these offices away from the grasp of our political tyrants and return them to the people to whom they belong. To devise a system whereby the holding of any appointive, as well as elective office, may be opened to all, and may be the just and proper ambition of every citizen, be he rich or poor, Democrat or Republican, influential or lacking influence, and regardless of any consideration except that he be the best man to fill the place. Can anything be more democratic and more in accord with the theory of our government?

The old system was reactionary, despotic and utterly opposed to the principles of free institutions. The new system is just the reverse. It must become the system in universal use in nation, State and municipality, if the blessings of popular government are to continue.

But I hear people say, "this is all very well in theory, but it doesn't work well in practice. It is not practical." Is this so? I think I can give you one instance where it has worked well in practice. I mean in this city of Buffalo. For twenty years now the merit system of appointment to office has been in active operation here. During a large share of that time, I have had the honor of being on the board which administers the civil service law, and when not in office, I have been so interested that I have watched carefully the progress of the work. So I know whereof I speak when I tell you that the introduction of the merit system for the appointment of public servants in this fair city has been attended with a high degree of success. The system is not perfect, no human system is. Some political appointments have doubtless, during this time, crept in. We of the Commission have our troubles. No one who has not studied the civil service law, schedules and rules, can appreciate the complications, difficulties and perplexing questions which constantly confront us. But that, upon the whole, the system is a success, the following figures clearly demonstrate. Over eighteen hundred employees of our city government, who are paid annually a sum aggregating over a million and a half of dollars, hold positions which can be filled only by one of those occupying the three highest places on the eligible list made up from an open competitive examination, free to all citizens. Of this number not over ten per cent. are appointees who took office before the merit system was adopted, so that now there are working for the city of Buffalo over sixteen hundred employees, drawing an aggregate annual salary of over a million three hundred thousand dollars, every one of whom, with few exceptions, holds his office not because he is a Democrat or Republican, not because he is the favorite of some party leader or has done some political work for some party boss, but simply and solely because he has entered into free, open competition with his fellow-citizens, and has demonstrated by practical tests that he is one of the three men best qualified to fill the place.

This is my proposed remedy for the dangers shown in Mayor

Osborne's paper. This is the only remedy. By this method, and this alone, will you fill our public offices with those fitted to perform the duties of such offices, and eager to discharge such duties in the most enlightened, intelligent and progressive way, knowing that their success and advancement depend upon no outside "pull" or influence, but upon themselves alone.

The merit system of appointment to public office must and shall prevail. The spirit of our institutions demands it; the people as they come to understand its high benefits, demand it, and no matter what may be the iniquities and defects of our political methods the time, we fervently hope, will never come when the will of the people shall cease to be the supreme law of this land.

The Chairman stated that owing to the lateness of the hour the general discussion would be postponed until after the reading of the other paper.

CIVIL SERVICE REFORM IN ITS PRACTICAL WORKINGS.

By ANSLEY WILCOX, President of the Buffalo Civil Service Reform Association; Vice-president of the Buffalo Charity Organization Society.

The title of this address is general and somewhat vague. In truth, when announced two months ago, it was made so purposely, as I was not conscious of any definite inspiration, and was trusting to time and the course of events to develop some more precise line of thought.

My actual thesis may be stated thus:

"Laws are made for all men—for the good, as well as the bad and the indifferent. If the good will not respect and obey them, they cannot be enforced against evil-doers, or those who may, perhaps, need their restraint more acutely. This is particularly true of the civil service law and rules."

In the abstract this may seem a self-evident proposition. In the concrete it has never been lived up to by "the good," in any

sense of that much abused term, and is not now. From this arise some of the main difficulties in practically enforcing the merit system in our civil service.

The required brevity of my paper forbids extensive illustrations. We must pass by the Scribes and Pharisees, who were so good that they deemed themselves superior to laws, except of outward observance. We cannot dwell upon the robber barons and other aristocrats of the middle ages, the socially exalted of their time, who rode rough-shod over all laws; or upon the clergymen and other clerks, the holy orders and small educated class of the same period, who claimed the "benefit of clergy" and proved their exemption from ordinary criminal prosecutions by their ability to read.

We need not go back to John Law and his Mississippi Scheme, or to England's disastrous South Sea Bubble; or go across sea to find Mr. Hooley and Mr. Whitaker Wright, recent and baser imitators. We need not look as far as South Africa to find a Cecil Rhodes—a nation's idol and a nation's anti-Christ, a man of devious methods, who did not shrink from robbery and bloodshed as a means of advancing his colossal schemes, but whose aims were high and whose motives included the improvement of large sections of the world. We have just such people, working on a larger or smaller scale, all about us—men who are superior to law—at least until they go too far and are caught at it and cast out by their associates. This class belongs to no age or clime; they are always with us.

The idea that some people are above and outside of the law, and ought not to be bound by it, influences men's actions to-day, as it always has done, though probably in a diminishing degree. A late phase of this appears in many automobile drivers—before them in a milder form it was the bicyclists—who ignore rules of the road, the law and the police, and feel insulted if anyone calls on them to respect the rights of others, or to submit to regulations made for the general good. But they are only typical. There are things done daily on every stock exchange and produce exchange, and in the high marts of finance, in organ-

izing corners and other sharp deals, in forestalling markets and in promoting unsound companies—things done by very respectable and apparently good people, by deacons of churches and founders of hospitals and colleges—which cannot be distinguished, morally or judicially, from the larcenies, embezzlements and false pretenses which fill our criminal dockets and populate our jails. These again are only extreme examples of the same tendency.

The administration of the civil service laws and rules has developed curious phases of this tendency of good people, i. e., people of high motives, to assert their superiority to legal restraints. They seem to think that these laws and rules were made only to be enforced against the politicians and spoils seekers; and that when by a turn of the political wheel of fortune they, the good and well meaning, are put in power, their efforts for the betterment of conditions should not be thwarted or hampered by any such system of regulations. The fallacy of this ought to be obvious. Its dangers and damaging effects cannot be exaggerated.

We have in this state not merely a civil service law, and a good one, dating back in its original form to 1883, but we have what no other government has, a constitutional declaration of the merit principle as applied to all civil offices, and a constitutional statement of the methods to be followed in attaining it. Our constitution declares: "*Appointments and promotions in the civil service * * * shall be made according to merit and fitness.*" This is the broad principle. I assume that there will be no dissent from it, in this assemblage at least. But then follows the method. *Merit and fitness are "to be ascertained, as far as practicable, by examinations, which, so far as practicable, shall be competitive.*" It is the examinations, and particularly the competitive examinations, as a means of ascertaining merit and fitness, which make good people balk, quite as badly as the evil-disposed, when they have to submit to such restrictions.

Concrete illustrations of this are not far to seek. They can be found in our very midst. I have heard a leading official of one of our neighboring cities ask the state civil service commission

to exempt an important position under him from competitive examination, simply because he had in mind a very good person whom he wished to appoint. He is one of those ideal men who, unfortunately, are seldom put in great offices in American cities. No doubt the immediate result of his application, if granted, would be good. He would quickly, and without friction, put a fit person in this place—perhaps a better person than he could have got through competitive examination, though this is not certain. But in the long run the result would surely be bad. His appointee would not be likely to survive the retirement of the chief who so appointed him. A new chief official, less pure-minded, would have a new subordinate, less worthy, and by using this example would get a free hand at a few or many more subordinates, like unto him. So the old spoils system would be set in operation once more, with all its attendant evils. Such a violation of principle, however well meant, never fails to come back with a brood of evil consequences. This is one typical case. "When caps are thrown into a crowd, each may put on that which fits himself."

At the moment of this writing, I have before me a letter from the state civil service commission giving a list of pending applications for changes in their classifications, all of them being requests for the exemption of positions from competitive examinations, or for the relaxation in some degree of the restrictions on free appointment. The largest batch comes from New York city, though there are three from Erie county. Many of them come from officials of high standing and whose motives I, for one, will not question. Yet most of the positions involved are such as both reason and experience tell us can well be filled by competitive examination, and therefore, under the mandate of the constitution, they should be so filled.

If a civil service commission intentionally exempts from examination, and throws open to free appointment, a position for which the test by examination is practicable, it violates the oath which its members have taken to support the constitution, and proves false to its sworn duty.

Yet constant and almost unendurable pressure is brought to

bear on the state commission and on all the city commissions to do this very thing—pressure often coming from men of high character and motives—from men who say that they wish to make and will make very good appointments if left free to make them. How can human nature, as embodied in civil service commissioners, forever stand firm against such insidious appeals, even though they know that sound principles, as well as the constitutional injunction, forbid them to yield?

It is a matter of common knowledge, which has reached even to this end of the state, that the present reform administration in New York city, with all its excellent work, has sinned grievously in this respect. The exemptions from competition in some branches of the city service, which have been asked for and granted during the past two years, and other relaxations of sound civil service principles, are amazing to one who believes in obeying the constitution and the laws. They are almost appalling to one who looks on from the outside, understanding the merit system and the need of its resting on the fixed and firm foundation of impartial competition; and who contemplates what the result will be when those come into power in that great city who may be less high-minded and less disinterested than Mr. Low, and the band of assistants gathered around him. Plainly the way is paved for a retrogression, in some degree, to the lax and discreditable administration of the civil service laws under previous administrations; for if the constitutional and rational method of competition cannot be applied by good men to ascertain the merit and fitness of applicants for offices, it certainly will not be applied by men of a lower type, and cannot be enforced against them. If the one set of city officials must be allowed a free hand in selecting a certain proportion of their subordinates, it is safe to predict that the other set will claim the same and far greater privileges, and will use their liberty for their own advantage. Indeed, every little exemption of a single office, apparently harmless at the time, and often asked and granted for a good purpose, unless it is based on a really sound distinctive principle, furnishes a precedent which may and probably will lead to the subsequent

exemption of large classes of officeholders, for no good purpose at all.

Such further exemptions may be voluntary, or they may be involuntary. If the civil service commissions do not willingly consent to further relaxations of the rules, along similar lines when asked for by officials whom they do not trust, then resort may be had to the courts to review their classifications, under the plea of uniformity. This practice is growing, and the tendency of judges, where they get a chance, to hold that positions are exempt from competition as being "confidential," or for some other specious reason, involves a serious menace to the whole structure of the merit system. But where such an attack upon the competitive classification can be supported by proof of other exemptions, not much if any more justifiable in principle, it will be apt to seem irresistible to any tribunal having the power of decision, and the good men who asked for, or assented to, the making of such bad precedents, ought to be put to shame.

These are serious considerations, which, I venture to think, it behooves all good men to take to heart, and particularly those who happen to be in responsible public offices.

I am not arguing now in support of the principle of appointment solely for merit. It does not need argument. All men who make any claim to being good citizens will eagerly declare their belief in and support of that principle, as an abstraction. Nor am I arguing broadly for the method of ascertaining merit by examination, and especially by open and free competition, which experience has worked out as the best method, and which is now imbedded in our constitution. The limit of my time forbids even touching on many of the reasons which underlie the competitive method, and which have convinced sound-thinking people that in no other way can the spoils system be supplanted, and honest civic administration permanently secured. And again I say, it is not necessary to argue for this, as an abstract proposition, before a company devoted to good works. They will admit its soundness; they will admit its fairness and democratic equality; they will admit its effect in saving the heads of public offices from

time-consuming and energy-destroying applications for positions under them; they will admit that, if fairly and honestly and ably administered, it is the antidote and the only known corrective of the favoritism and debauchery which flourished under the spoils system; they will admit that it is prescribed by the constitution and the law, which ought to be obeyed. But, notwithstanding all this, when it comes to be applied to themselves as officials, so as to restrict their freedom of choice of their subordinates, they will seek for and grasp at excuses for evading the limitations, and seek the opportunity of exercising more unrestricted power.

I submit to you, gentlemen and ladies, the simple idea that this is all wrong. It is the plain duty of good men, when official responsibilities fall on them, to extend the operation of the merit principle and the competitive method, and to do what they can to strengthen and give credit to the whole merit system, even at the sacrifice of some portion of their temporary authority. This may retard some reforms which they wish to inaugurate. It may diminish the brilliancy of their administration of their offices. But in no other way can the good which they may accomplish, or their improvements in administration, be made permanent.

Most conspicuously is this true in the management of penal and charitable institutions.

This section of our conference is devoted to the consideration of "Politics in Penal and Charitable Institutions," and opened by a report of the committee on that subject. My aim is to lead up to the conclusion that the only way permanently to keep politics out of our penal and charitable institutions is to enforce the civil service law, fearlessly and rigidly. Much, indeed, may be done by an individual or a set of individuals, swept into office on some wave of reform, towards a betterment of conditions in these institutions, by more arbitrary and summary methods, as, for instance, by simply weeding out political appointees and substituting abler and fitter men in their place. The temptation to clean house at once and thoroughly, by this broom-handle method, is almost irresistible. But such waves of reform are sure to recede gradually, if they are not suddenly overwhelmed by waves

of the other kind. When this happens it will be found that such efforts of individual heads of offices to establish good government by merely appointing good subordinates, are founded upon sand and will be swept away. A safe foundation for good administrative government can only be secured in a bed-rock principle, like that which underlies the merit system, and in a fixed method for ascertaining fitness by open competition, supervised by disinterested outside officials, such as a properly constituted civil service commission.

Undoubtedly a strict observance of the civil service rules by men who wish to make great improvements in their official force does lead to some delays and embarrassments, though these are much exaggerated by adverse critics. But slow construction, which is sound and strong and on a solid foundation, is far better in the upbuilding of institutions than brilliant and showy false work, such as the staff covering of a modern exposition, capable only of serving for a single season, and bound to crumble under the frosts of the first winter. Moreover, such delays and embarrassments, although to some extent unavoidable, can be greatly diminished by improvements in the administration of the civil service law and rules—by improvements in the personnel of the commissions; by strengthening them and upholding their hands, and insisting upon their doing the best work, instead of criticising them and belittling their efforts; by increasing public respect for their classifications, and confidence in their eligible lists, which will be the result of good work thoroughly done and generally appreciated. That these things are needed is true; and that they will come is also true, if the good people of our state, and especially of our cities, will insist upon them with unanimity, and will appreciate them and uphold them when they do appear. But until the good people yield absolute and unhesitating obedience to the civil service law and its prescribed methods, which they have not yet learned to do, the work of the civil service commissions, however well intended, is hampered, their results are belittled, and the whole system is discredited.

No truer or wiser words were ever spoken than those used by

Mr. Homer Folks, the distinguished commissioner of charities in New York city, in discussing this subject at the conference a year ago:

"Those who are interested in improving the administration of public charities can do no more practical work than in improving the civil service system and the administration of that system, so that it will command general confidence, so that the examinations shall be a proper, adequate and rational test of the fitness of the several candidates for the duties to be performed, and so that those who are qualified to perform these duties will take such examinations. If there is any doubt as to the honesty of these examinations, or as to their efficiency, a deadly blow has been struck at good administration."

One more suggestion will complete my line of thought. The constitutional declaration of the merit principle is: "Appointments *and promotions* in the civil service shall be made according to merit and fitness." I want to emphasize the need of a system of promotions for merit throughout the whole civil service, but especially in our penal and charitable institutions.

Even after twenty years of work under a civil service law in this state, no proper scheme of promotions has been developed. Yet, obviously, it is an essential part of a merit system in the civil service that merit should not only be the basis of securing office in the first place, and of keeping it in the second place, but also that merit should find its natural reward in advancement by gradual steps to the highest administrative positions. It is so in the military service, and in the civil service of other countries. Without this last feature, any system which involves permanency of tenure is sure to be cursed by dry rot. Subordinates who have not the hope of promotion for merit before them, may do their work well, but they will become mere machines. If they have the prospect of promotion it will stimulate them to do the best work, and will make new men of them—growing men.

The higher positions, which ought to be filled by promotions, are the ones which we find good men, when in responsible offices, most frequently seeking to exempt from the restrictions of the

civil service rules, so that they can have a free hand in filling them. Sometimes, where there is no one in view in the inferior places worthy of advancement, the temptation to go outside and to seek for complete liberty of selection is very strong; but the benefits arising from promotions are so great, and the damage from discouraging those in the lower ranks by putting outsiders over them is so obvious, that promotions should always be resorted to where they are possible.

To broaden the opportunities for advancement in the civil service of a city, promotions should be freely made from one department to another; and so in the state service, they should be permitted and encouraged even when they involve transfers between different branches of the service, and between different localities. I myself believe that a city, or any branch of the state service, should be at liberty to draw from the service of another city, or from another locality, by way of promotion, a man who has proved his efficiency in a smaller field of effort. And such promotions should usually be based on competitive examinations, in which experience should be one of the main factors in testing fitness.

This is the natural and by far the best way of filling responsible administrative positions, such as the chief or assistant chief of a fire department or police department, or of a bureau of water or engineering, or the head or any of the chief officials of a large penal or charitable institution, where there is no one in the direct line of promotion who is fitted for the place. It is far better than calling in an outsider, however high his character and however great his natural abilities, who has had no special training in that direct line of work.

I think that I have demonstrated my thesis, if it needed demonstration. The application of these remarks to the desired exclusion of politics from penal and charitable institutions is obvious. It is for others to carry the discussion further.

Mr. ALMY, of Buffalo: Mr. Folks has asked me to explain to the Conference that his promise to be present was made conditional upon the re-election of the present administration in

New York city. Until yesterday, however, Mr. Folks expected to be here, but a letter received from him this morning asks me to read his paper for him.

Before reading this paper I wish to say that for the last seventeen years I have been Secretary of the Buffalo Civil Service Reform Association and that nevertheless I agree so entirely with what this paper says of the present faults of civil service reform that I wish I could read the paper twice to the Conference instead of once only.

The discussion of Mr. Wilcox's paper on Civil Service Reform in its Practical Workings was opened with the following paper by Honorable HOMER FOLKS, Commissioner of Charities of New York city. In Mr. Folk's absence the paper was read by the secretary of the conference.

There are two aspects of the practical workings of the competitive examination system. First, that of preventing removals and appointments for political reasons; we may call this the negative aspect. Second, that of securing the appointment of the best men, or at least of well qualified men, for the various positions, which we may call its positive aspect.

On the negative side the system is successful in a large degree. No further evidence is necessary than the contempt for the system expressed by many of those who wish to use public office for partisan purpose, and the wail of despair which we occasionally hear from an old time district leader at what seems to him the impossibility of maintaining an effective district organization without a large share of patronage. Those heads of departments, and others occupying similar positions of responsibility, who wish to use the positions under them for partisan purposes, will doubtless appoint from the three names standing highest on the eligible list the person having political influence, should there be such a one among the three, and they may occasionally circumvent the law by making things so uncomfortable for the incumbent of an office that he will resign, and a vacancy be made in order that an appointment can be made from a list

containing some favorite. Efforts may also be made to induce persons who have won a position on an eligible list by their merit and fitness to secure the endorsement of a district leader before appointment, and thus be made to feel some degree of allegiance and obligation to the political organization. In the main, however, the great body of employees holding subordinate positions in the competitive service have made great progress in securing independence from political control, and stand as a unit in resisting any effort to reassert such control.

That such a result is an enormously important one is self-evident, and to those who have fought the long, and oft-times discouraging, battle for the establishment of the merit system, great credit is due.

On the positive side, however, that of establishing such examinations as will result in eligible lists containing at the head of the lists the names of men well qualified for the positions to be filled, a less degree of success has been attained. Speaking from my experience of the past two years, I am obliged to say that in many cases the examinations seemed to me to fail to bring before the appointing power the names of people reasonably well qualified for the various positions. In part this is due to a failure on the part of right people to take these examinations. In part it is due to a failure on the part of the examination itself to provide such tests as will practically ascertain the actual fitness of the various applicants.

The great task before the friends of civil service reform does not seem to me to be so much that of preventing the exemption of this, that, or the other position from the competitive class, as that of devising and securing the adoption of such examinations as will actually test the fitness of the various applicants for the particular duties of the position sought. This is easily done in clerical positions, and for that reason the system works most satisfactorily in the clerical service. It is more difficult in connection with positions involving some degree of supervisory or executive capacity. Examinations for such positions as superintendents, stewards and general officers of hospitals and simi-

lar institutions, when open to general competition, have yet to prove their efficiency in getting the best men near the head of the list. I, for one, believe that such tests can be devised, nay, more, that they must be devised, if the competitive system is to hold the ground already gained. If we are to have competitive examinations for the position of baker, the applicants must be given the yeast and flour, and must make bread, and those who are to rate the applicants must eat the bread. Similar concrete, actual working tests, must be devised for positions other than of a clerical nature.

This involves the selection of experts to prepare the tests and rate the efficiency of the applicants. There are no universal experts qualified to prepare civil service examinations for all different sorts of positions. The men who are to prepare the papers and make the rating must be men of practical experience in the duties to be performed.

Another great task before the friends of civil service reform is that of bringing it to pass that sufficient numbers of qualified people take the examinations. If the examinations are not well advertised, and advertised well in advance, if qualified persons do not take the examinations because of lack of confidence in the system, or for any other reason, the result can only be disappointment and failure. It may be no part of the duty of such public bodies as civil service commissions to go out into the highways and hedges and compel people to come in and take their examinations, but those of us who wish to have the system a success must see that this is done, and, if no one else will do it, we must do it ourselves.

Examinations should be held more frequently for positions for which any considerable number of appointments is to be made. At present the competition is limited to that relatively small number who think it worth while to take an examination *at some particular time.* Other and better people may become available within a few weeks, but probably there will be no further examination for at least a year, and very likely for two or three years. Of course they cannot wait. This very fact keeps

a great proportion of those best fitted for the public service from entering it.

It has also seemed to me that more should be made of the element of character and previous record. I am aware of the difficulties which this involves, but they are difficulties to be met and surmounted.

Looking back over my nearly two years' service as Commissioner of Public Charities, I find that the direction in which I had expected to accomplish most, namely, that of bringing new material into the working force of the department, has been the direction in which I seem to have accomplished least. This result is due almost wholly to the limitations imposed by the civil service law and rules, including the preferential rights of veterans. Nevertheless, while the sense of having my hands tied, when I could accomplish so much more if they were free, has hardly been absent during these two years, I am still in favor of the competitive examination system, and if our constitutional amendment and civil service law were abrogated tomorrow I should wish them re-enacted as soon as possible. The emphasis for the future, however, should be laid on the improvement of the practical operations of the examination system. Let us seek to thoroughly possess the land we have already taken before we attempt to annex other domains.

Unless I mistake the temper of the American people, the ultimate retention of the system will depend on its success as a positive factor in securing the best men. I doubt whether it will be permanently retained as a mere check on partisanship. I confidently expect, however, that having won its place as a preventive measure, it will maintain its position and win permanence by proving itself a positive force for good administration, by getting the best men into the public service.

The Chairman then announced that the subject was open for general discussion.

Mr. TUCKER, of New York: I think, Mr. Chairman, that a word in defence of Mayor Low's administration in its relation to the

Civil Service Act should be given. It is true, I think, that Mayor Low's administration through some of its representatives has asked for certain things at the hands of the Civil Service Commission. I think those requests were the results of practical difficulties that they encountered when they took the reins of government in New York, and I think it is a fair statement to say that those difficulties originated in the administration of the Civil Service Law at the hands of the Civil Service Commission. Mayor Low's administration, if I am informed aright, found it difficult to fill properly the positions from the lists submitted to them by the Civil Service Commission. There were many reasons, I think, why they could not make proper selection from those lists. One of the reasons has been cited by Mr. Folks in his paper—the almost unintelligent way in which the examinations for responsible positions were formulated by the Civil Service Commission. Mr. Wilcox has stated in his paper the desirability of promotion from one part of the state to the other. Now, if Mayor Low's administration is to be criticized for making certain requests, I think it is also to be praised for having done just what Mr. Wilcox has suggested. There are two notable examples of transfer, one of Dr. Fitzgerald from the Rome Custodial Asylum to the superintendency of the Kings County Hospital, one of the greatest institutions in the city, and the other the transfer of Dr. Mabon from St. Lawrence to the superintendency of Bellevue. I think the credit for those transfers may be given to Mr. Homer Folks. He established the precedent in choosing Dr. Fitzgerald, and the trustees of Bellevue followed it.

There is one fact of which I want to speak and in which I have had some practical experience, and that is the question of examinations which Mr. Folks has referred to. There are some of us in New York who were interested in establishing a system of public baths. A good many years had passed by and a good deal of effort had been expended, and we first got a fair show under Mayor Low's administration at the hands of Borough President Cantor. The city was about to change its system

from the floating bath system, available only in summer, to the all-year-round bath. We wanted some twenty odd buildings erected by the borough of Manhattan alone at the cost of some millions of dollars. The first step was to get proper plans; the next to get a proper man to carry them out, to see that the administration was correct. We wanted further to eradicate the system of graft which obtained in the one public bath that the city was administering. Mr. Cantor accepted our suggestion and appointed temporarily the man who had most experience in the country. Mr. Cantor appointed the one man in the country who had had some twelve years' experience in the administration and construction of public bath houses. The Civil Service Commission decided the position could not be exempted, and that there must be an examination. There was an examination. This man failed. All of us knew he would fail. He left school when he was fourteen and had been in the army. He was not a man who could express his ideas in writing, and when it came time to show his knowledge by written answers to printed questions he could not do it. He had executive ability, character and experience, but those do not count in a written examination. He failed. Further, when they asked on the examination papers what equipment was necessary to maintain a bath, they did not specify whether they meant a floating bath or an interior bath. The examination did not show that a single man who assisted in the preparation of those papers knew anything about public baths, knew anything about their history, knew anything about the law under which they were created. The result is now we have an appropriation of a million and a half dollars in New York, we have some eight buildings under way and there is no one to look after them properly because the man who received the appointment does not know anything about interior public baths.

MR. SPRAGUE: Is this a criticism of the Civil Service Commission as a system, or simply an instance of where you had a lot of imbecile commissioners?

Mr. TUCKER: Precisely. I stated distinctly it was not a criticism of the system.

Mr. SPRAGUE: Then why is it germane to the discussion?

Mr. TUCKER: Because it is germane to the point raised in Mr. Folks's paper. He says to get the best results under the Civil Service Act we have got to change the system of examinations; we have got to take more into consideration the element of character, the element of experience, than is now done. Therefore what I say is pertinent in this particular instance that I cite.

Mr. SPRAGUE: Is there a branch of our Government—national, municipal, or any branch of our Government—where it would not be possible to instance hundreds of cases where there was an abuse of the system and yet the system on the whole was excellent?

Mr. TUCKER: None. But when you criticise us for asking modifications of the law, turn back and reform from within so that we won't have to ask for those modifications.

Mr. SPRAGUE: Precisely. And that can be done, ladies and gentlemen, by having intelligent and proper men to act as commissioners and conduct these examinations. Now, that was a very simple examination to conduct. My experience in this is sufficient to justify me in saying to you that that was not a hard position to fill and properly fill. What should have been done in that case was to have allowed a large percentage for experience in the examination. That is allowable, and that is what is done and properly done in cases of that character. Now, I object to a criticism of the system by special instances of this character. I was immensely interested in the paper read by Mr. Alling. That was fair and right, but when a gentleman comes here and tells us how—speaking of one instance—the system has failed to work, it seems to me it is not a fair and candid discussion of the question.

Mr. OSBORNE: There is one question I would like to ask Mr. Sprague. I have had a little experience of administration

myself within the last year, and I can endorse every word in Mr. Folks's paper. I have found places where the Civil Service Law as it stands at present is a drag and a bar to good administration. Now, what is good administration? To conduct the business of the city on business principles. And there are times when the law stands right in the way. We have a miserable police force in the city of Auburn. There are a great many things which our police force ought to do, and which they cannot do at the present time because they have not an efficient chief. Now, the police commissioners—of which the Mayor is one and his appointees the other two—would be only too glad to change the chief of police, but of course the appointee must come in under an examination, and he must be appointed, or promoted from the force, and we doubt whether there is a man in the force we can trust in that position. We have only twenty-two or twenty-three men on the force. We know every man intimately, and we know what he can do, and we have got to go along in the present way simply because, owing to the Civil Service Law, we cannot select a competent man to put in that position and improve the police force. Is that good business? You are making our city suffer by too inflexible adhesion to a rule. I believe in civil service reform as much as anybody. I believe in having appropriate examinations, but I think there is a tendency on the part of Americans to pass a law and say, "This is beautiful and complete," and then go away and not stop to see how that law is going to be carried out. If I wanted to beat the Civil Service Law, I could easily do so by appointing three civil service commissioners who would see that they had the kind of examinations I desired and that each man that I wanted appointed had the papers before he went in. What is the lesson to be drawn from that? That your Civil Service Law is not worth a snap of the fingers unless you have a man in the Mayor's chair who is going to see it is carried out. Right here I think that Mr. Wilcox's suggestion that we should draw from outside would solve our problem at once. I do not care that the head of the police force shall be appointed without an examina-

ideal of a just judge is a recent thought. Savages think only of justice as being purchased, and before a public official in a primitive community will listen to a case his palm must be well oiled. Even that is better than anarchy. But slowly the idea grows that a responsibility rests upon a judge to administer impartial justice to all alike, and happy is the community where the term "a just judge" is a synonym of all civic virtue, and happy is this community that, despite the occasional scandal that may soil the ermine, our judiciary is so bright a part of our whole political system. And that has been brought about by the idealist, by the fact that men realizing the essential and vital sanctity of the judicial office have put the pressure of that ideal upon men. So men of common clay come to the judicial chair and are ennobled; and yet, in other political positions, men of noble nature too often come into office to be debased. This must not be. We must make public office an ennobling thing by the pressure of public opinion. And let us hold it the work of this Conference to hold up the high ideal, to say that the most fundamental question in charities to-day is that of maintaining the integrity of our public administration. And when questions arise of a political nature looking toward the violating of our system of non-partisan management, let us take up that question alone regardless of party, regardless of our own selfish interests, regardless of the interests of the particular institution in which we are engaged and to which we devote our lives. Let us demand unitedly and emphatically that the hand of partisan politics shall be kept out of our charitable and correctional institutions.

Mr. WILCOX: I shall be glad to have just three minutes, if I may speak again to that extent. I am vastly interested in the course which this discussion has taken. Certainly we have introduced here a live subject to-day. I want to say, if I may say it, personally, to my friend Mr. Osborne, and to Mr. Tucker of New York, who has spoken in defence of Mr. Low—a man who needs

no defence whatever, as I take it, in this audience—that the responsibility for the enforcement of the Civil Service system in any city rests upon the Mayor. In Auburn upon Mr. Osborne himself. He appoints the Civil Service Commission without restrictions. He practically can make the Civil Service rules, because the rules made by them are subject to his approval or disapproval, and by changing the rules he is absolutely a dictator as to the enforcement of the rules in that city. To the State Civil Service Commission they have to go for any relaxation of the rules practically because the State Civil Service Commission never refuses to approve of any change in the rules which assisted more strictly to enforce the competitive idea. Therefore it is up to the Mayors in the cities to have good or bad civil service administration in their cities. That is the only possible criticism that can be made of Mayor Low. It simply amounts to this, that while he has been the best civil service reform Mayor that they have had, he has not been a perfect one. He has fallen short of our ideals. He has in individual cases yielded to the apparent need of immediately accomplishing a good thing by making a change, and in doing so he has violated a principle and sown the seeds of evil. He has yielded to the apparent pressure of the necessity of accomplishing something and has done it at the expense of violating a principle. I venture to say that Mr. Osborne could have done more good by attacking the question he has had in Auburn, in a broad way, within the limits of the civil service law. In regard to his chief of police at Auburn, he can do a vast amount of good in the enforcement of civil service reform principles in the minor cities of the State if he will insist upon a modification of the civil service rules which will enable him to select a chief of police by promotion from another locality, discarding that false idea of local preference in appointment which we have here in Buffalo and which I presume you have. You will have done good not only to your city but to other cities. You will have taught the Civil Service Commission in Albany much they deserve to learn.

Mr. EARNSHAW, of Lowville: I rise simply to say this, that the purposes of this discussion and the interest so vast and vital which it is designed to effect will be advanced more than anything, it seems to me, after the influence of their presentation here and their discussion by the circulation of these papers in a popular and extensive way beyond what our report would do, and beyond what any private orders given to the State printer may effect. And I wish, and I think it quite possible, that these gentlemen, or the Conference itself might bring it about, that these wonderful papers, wonderful in themselves and weighty by reason of the names that will be attached to them, could be scattered broadcast throughout this State. I should prize them at the present time more than anything after my Bible in all literature. The discussion that has followed we cannot have, but that element will be supplied wherever the papers go into the hands of intelligent persons. There will be similar discussion wherever those papers go.

Mr. ELLISON, of Rochester: Nothing has been said here to convince me that my feelings should be any different than they were when I left for this Conference. I believe that we should all be practical politicians. Politics in speeches or treatises is something in the air. Politics with a party behind it is like a soul with a body. It is something that takes hold of us—a force to be reckoned with. I am not sure that it is possible to eliminate partizanship entirely from politics. At any rate the wise thing for us to do is to seek in every way possible to impress our ideals upon the politicians.

SIXTH SESSION.

Thursday Afternoon, November 19, 1903.

HOTEL IROQUOIS ASSEMBLY ROOM.

The Chairman of the sixth session was Dr. Arthur W. Hurd, Superintendent of the State Hospital, Buffalo. Dr. Hurd called the meeting to order at 3 o'clock.

THE MENTALLY DEFECTIVE.

During the year which has passed there has been a comparatively small amount of legislation affecting the mentally defective, and perhaps this may be taken as an evidence of the smooth working of laws in existence, and the fact that no radical, disturbing changes of policy have been undertaken.

The defective mental class includes the insane, the feeble-minded, the idiotic and the epileptic. State care of all these classes is an established fact, and we believe wisely so. As regards the care of the feeble-minded, the idiotic and the epileptic, the great need, it seems at the present time, is not for any new or subversive changes of policy on the part of the State, but an extension of the present facilities. The Syracuse State Institution for Feeble-Minded Children, according to the last report of the State Board of Charities, has a capacity for 546; the Newark State Custodial Asylum, 516; the Rome State Custodial Asylum, 650; and the Craig Colony for Epileptics, 830. That these institutions are, with the present population of the State, inadequate to care for the classes for which they are built is evidenced by the fact that there were, according to the same report, of feeble-minded and idiotic in county almshouses, 637; of the same in city and town almshouses, 31; of epileptics in county almshouses, 217; and of the same in city and town almshouses, 6; showing the large number of 891 unprovided for in State institutions. These, however, are under care and supervision, but this takes no account of the large number scattered about in their own homes, without such school facilities as they are capable of profiting by, a source of detriment and danger to their families, especially where there are other children requiring a mother's care, a proper share of which they must fail to get. It is well known that one feeble-minded child in the family requires much more than its due share of attention to the detriment of those children who are normal. It is known to most physicians that it is difficult, and in some cases impossible, to obtain admission for feeble-minded persons to some

of the State institutions, because of the fact that they are already crowded. Especially, in my experience, is this true of the institutions at Syracuse and Rome, and it would seem that the State, in pursuance of its policy of State care for these classes, ought to make adequate provision to relieve the pressing need.

As regards the insane, there were in the State hospitals October 1, 1902, 23,270 insane persons. On October 1, 1903, the number was 24,187, showing an increase during the past year of 917.

The annual increase for the past few years is as follows: 1900—714, 1901—566, 1902—616, 1903—917, making a total increase in the last four years of 2,813.

In view of this increase, however, it must be taken into account that there is an increase in the population of the State as a whole, which to a certain extent accounts for this.

To care for this small army of 24,187 patients, which is about as many as the standing army of the United States previous to 1898, requires the employment of 120 officers and 4,251 attendants and other employees.

There was appropriated by the Legislature of 1902, for officers' salaries, wages and supplies, $3,505,000. By the last Legislature there was appropriated for the year on which we have just entered, for the same purposes, viz., officers' salaries, wages and supplies, $4,395,000. By the Legislature of 1902 there was appropriated for extraordinary improvements $550,000. Last winter there was appropriated $870,000.

The average per capita cost for the past year in the State hospitals has been $172.49, as compared with $161.67 for the year before.

The per capita cost for food supplies has been $51.42 as compared with $49.02 for the year previous. There has been a general increase, as will be noticed, which while possibly due in part to a rise in prices yet is not wholly due to that, and we are sure that this increase of expenditures is in no wise begrudged by the

people of the State; and this we feel may be said of expenditures for the insane in general.

It is gratifying to note that the recoveries for the year just closed are 1,263 as against 1,125 for the year preceeding. The percentage of recoveries on the average daily population is 5.31 as against 4.88 for the preceding year.

The rate of wages paid to the attendants, which for some time has been felt to be too low to secure the best service, because of the great commercial activity of the past year and the high wages paid in other occupations, has rendered it increasingly difficult to obtain a sufficient number of attendants. Appreciating the representations made on this point, the Legislature added $125,000 to the appropriation for the wages of those employed in State hospitals who were immediately engaged in the care of patients, and this sum, beginning October 1st, is to be equitably distributed among the nurses and attendants; the larger percentage of increase to go to those longest in the service, in order that the hope of greater remuneration, based upon time service, may lead to greater permanency.

As regards increased accommodations for the insane, the Commission in Lunacy has been endeavoring to meet the responsibility placed upon it by law in this regard, and is increasing the accommodations at Gowanda, at Rochester and has already done so largely at Central Islip. At the latter institution so large a series of buildings has been opened that the capacity of that hospital reaches the great number of 3,500, making it the largest institution for the insane in the world. The proposed erection of small hospitals to contain 100 beds each for the tuberculous insane at Binghamton, Middletown and Utica will increase the accommodations for patients by 300, which is an incidental advantage, and is an example of the wise direction of the Commission in Lunacy in providing for a very unfortunate class of the insane who are a source of danger and infection to others; but this subject will be treated more in detail by a later speaker.

The building of nurses' homes at many of the institutions, notably Kings Park, Rochester and Buffalo, will afford not only pleasanter accommodations for the nurses and attendants, a matter of justice in itself and meriting the moderate expense, but will also enable the space heretofore occupied by attendants on the wards to be used for housing the always-increasing number of the insane. The same may be said of the building of residences for the superintendents and medical staffs of several of the hospitals in the State, allowing the quarters thus vacated to still further be used for the same purpose.

Many of the institutions are at present provided with amusement halls in the main buildings, which are in many cases unsuitable therefor and somewhat difficult of access, besides occupying room which can be economically converted into accommodations for patients if the amusement hall could be made a separate structure upon the grounds. It has been the custom of the State to combine the amusement halls and chapels, but it is hoped that in the near future the State of New York will see its way clear, at a moderate additional expense, to erect separate buildings for these two purposes. It may be said that this is based entirely on sentimental grounds, but even so this departure from established custom would seem to be justified. A church is a church and an amusement hall, in which are given theatricals, dances and miscellaneous entertainments, is an amusement hall. The associations are different, and I am sure it would meet with the approval of many of the appreciative patients and their friends should they be given a chapel to be used solely for religious purposes.

The training schools connected with the different State hospitals have been in active operation during the past year as heretofore, and are a source of advantage, both to the hospitals and the administration, but primarily to the patients. The number of graduates of the training schools at the annual commencements held in June last was 98; 27 men, 71 women. Although this number is not so great as in some former years, due in part undoubtedly to the large number of changes in the

it has been said that this location was inadequate as regards building sites, character of the present buildings, water supply and drainage for the large population which another State hospital will have to carry. At any rate the object to be accomplished by this bill has been met by the law locating a new institution on large acreage, with new buildings, etc., in the northeastern part of the State, previously referred to.

Lastly, the bill to establish a psychopathic hospital for the acutely insane in New York city, failed of passage, which is a matter of regret. It is to be hoped that a similar bill will not fail of passage another year. The primary object of a psychopathic hospital, from the standpoint of the patients, (to say nothing of the opportunities offered for study on the part of physicians and students,) is prompt and active treatment in mental disorders, unhampered by legal commitment with its publicity and delay. Furthermore, many patients in the earlier stages, before they reach the point where their care becomes a matter of safety to the public, would enter these hospitals voluntarily, if no legal process would have to be gone through with, and thus secure the benefit of early treatment. In my individual opinion if voluntary commitments were allowed in the existing State hospitals and each were provided with a hospital building for acute cases, the conditions aimed at by the establishment of psychopathic hospitals so-called, could be easily met with the present equipment, provided the institutions happened to be situated conveniently to large centers. This is not true of all the State hospitals; some of them are located in country districts, as is proper, where outdoor life, farm and garden occupations, freedom of surroundings for recreation, employment, etc., are requisite to the patients best treatment; but where there is such a hospital near a large center, we believe that the benefit of early treatment, in cases which could not yet be committed, could be secured by the existing State hospitals with proper provision, provided voluntary commitments were allowed. It must be remembered that many people who appreciate that they are not well mentally have a natural shrink-

ing from being committed. This condition, we think, has been well stated in the last report of the State Commission in Lunacy in dealing with the subject, which says, after speaking of the inadequacy of the detention hospital at Bellevue, which allows a residence of only five days, as follows:

In addition to the Psychopathic Hospital on Manhattan island the Commission recommends that similar hospitals should subsequently be constructed for the reception and treatment of acute curable cases of insanity, in Brooklyn (100 beds); on the State hospital grounds at Utica (50 beds); on the State hospital grounds at Binghamton (50 beds); on the State hospital grounds at Poughkeepsie (50 beds); on the State hospital grounds at Middletown (50 beds); on the State hospital grounds at Willard (50 beds); and on the State hospital grounds at Kings Park (50 beds). These new cases will be amply cared for in the new buildings at Rochester, and are fairly well provided for at present at the Central Islip, Ogdensburg and Buffalo State hospitals. It is expected that a similar hospital with 60 beds for acute cases will be an integral part of the plan for the new institution to be established in the upper Hudson valley above Troy. The new reception pavilion for the insane built by Albany county in connection with the Albany General Hospital has been very successful, and a somewhat similar project is on foot in Syracuse. The scheme proposed above should ultimately offer to all the acute insane of the State equal facilities and opportunities for speedy access to well-equipped modern hospitals, and we confidently believe that the percentage of cures will be distinctly increased."

In the opinion of the writer, however, it is important that it should not be forgotten that the so-called psychopathic hospitals should be expected to fulfill only one of the features of the problem of the caring for insane. It would be a mistake, in my estimation, to allow the idea to foster that they are the only curative institutions, and that the large hospitals in the country districts are only for the incurable, for it must be remembered that among the most efficient means in the treatment of pro-

longed cases is the open-air life, employment and freedom obtained only in districts apart from the crowded cities, and that the large institutions in the country should be regarded as in a measure convalescent institutions for those in whom suddenness of onset, acuteness of symptoms and disinclination to commitment at first lead them to apply to the municipal psychopathic hospital for relief. Furthermore, it has a very unhappy and depressing affect for the patients to feel that when they go to certain institutions they then are stamped with the brand of incurability, as has been experienced already in this State. It removes all hope, and they should be able to look on these institutions more as country homes, where their convalescence can be completed.

In this connection it is well to note the experimental home or colony inaugurated this past summer by Dr. E. H. Howard, superintendent of the Rochester State Hospital—with the active co-operation of the State Commission in Lunacy—on the shores of Lake Ontario, some 14 miles from the Rochester State Hospital. Here on a large farm, by utilizing existing farm buildings and by the addition of tents, a population of some thirty or forty patients was given the benefit of an outing by the lake shore, amid pleasant surroundings, affording a marked change from the routine life of the hospital proper. The patients were sent for varying periods in rotation, so that a large number were given the advantages of the change. The results, I am informed, were very gratifying; most of the patients were markedly benefited in physical health and many showed marked mental improvement and some recovery in cases which seemed to need just this stimulus or change to prevent chronicity. It occurs to me that such recreation colonies might be advantageously used as adjuncts in the treatment of some of the feeble-minded patients in institutions of the State devoted to their care.

I would not feel that I had done justice to this review of matters affecting the dependent classes, did I fail to make mention of the activity and interest in the scientific work of the hospitals of the State stimulated by the work of the Pathological

Institute, now located on Ward's Island under the directorship of Dr. Adolf Meyer. Members of the different medical staffs of the various State hospitals have, during the past year, gathered at the institute in rotation and have spent a period of time pursuing the study of psychiatry under the direction of Dr. Meyer. A deeper insight into the medical aspects of the subject of insanity and a greater enthusiasm for the prosecution of scientific work in these lines has been the result throughout the whole State service, and cannot but eventuate, we believe, along with many other influences which we have been reviewing, in the alleviation and betterment of this most unfortunate class of our sick and dependent.

ARTHUR W. HURD, A. M., M. D.
PEARCE BAILEY, M. D.
WILLIAM MABON, M. D.
WILLIAM CHURCH OSBORN.
LOUISA LEE SCHUYLER.
WM. P. SPRATLING, M. D.
ENOCH V. STODDARD, M. D.

INSTITUTION CARE OF THE FEEBLE-MINDED.

By ROBERT MASON, M. D., Assistant Physician at the State Institution for the Care of the Feeble-Minded, at Syracuse.

The term "feeble-minded" as used at the present time is intended to include all grades of idiocy and imbecility, from the child that is dull and unable to make any progress by the methods used in the ordinary schools to the one that will remain in one position for a long period of time if not moved and requires constant attention by an individual possessing a higher degree of intelligence.

These unfortunate members of the human family are found in every community of any magnitude and the question arises what

should be done with them. This question, if asked several individuals, would probably be answered in as many different ways. Some would say that the parents were in a similar condition and that the whole family should be left intact to work out their own salvation. Others would say that they never would have sufficient wisdom nor earning power to care for themselves and that the most economical and charitable thing would be to put them to death. The greater respect for human life at the present time prevents any such methods of procedure. Each country answers this question for itself. In many places they may be seen wandering about and amusing the people by their incoherent, foolish conversation. Of late we have heard much about the cruelties practised by the Mohammedans, yet it is interesting to know that these people were the first to make provisions for their mentally defective.

In a number of states a fair percentage are cared for either in private retreats or in training schools or custodial asylums provided and supported by public funds, yet even in these states quite a number never receive any special training nor protection. They are cared for by parents, relatives, or in asylums. They may outlive their guardians and then if these children possess a fair degree of intelligence they are generally given an opportunity to make their own way in the world and this results in a dismal failure. This failure is not altogether due to the mental deficiency; many are not prepossessing and are also weak physically and lack experience in the ways of the world. After a period of unsuccessful effort they become easy prey for the vicious and thus acquire many bad habits. Naturally these children are not worse than others but because of their impaired intellects the animal instincts predominate. Their impaired mental and physical natures might have been exercised and developed had they received a proper training but as a result of neglect a retrograde movement has taken place and now they may be seen in a state of desolation. It may be said that they belong to the submerged class and many are found in reforma-

tories and almshouses. In a way society is protected but the children are placed in the worst possible surroundings, having to associate with degenerates of all classes. Naturally backward and timid they are not qualified to resist indignities nor care for themselves. They are imitative and soon learn much evil if they were lacking in this respect before admission and thus their latter condition is worse than the former. A feeble-minded child in a family is always a source of annoyance to his parents, brothers and sisters and, if vicious, will sometimes inflict injury on the weaker members. A case of this kind requires constant attention and protection when allowed out of doors. If the family is in comfortable circumstances, there are private retreats where the child may be confined. If this misfortune occurs in the family of a poor workingman where the mother's attention is nearly all taken up with her household duties here may frequently be found a deplorable state of affairs. The child cannot be permitted to wander about out of doors alone and as a result is often confined most of the time. This is especially true if the unfortunate is disgusting and repulsive in appearance and we may exercise a reasonable amount of doubt whether the child receives all the care to which he is entitled.

These children are found in public schools and are a constant source of anxiety to their teachers and after a reasonable time the parents appreciate the fact that no progress is being made and approach the teachers for an explanation. For obvious reasons this explanation as a rule does not throw any light on the true condition of affairs. Normal children are not slow in noticing the defect, neither are they slow in getting all the amusement possible out of such cases and as a result the children become more backward and seek solitude. Can anything be done to eliminate this evil, and once eliminated, what can be done to improve their condition? The two important factors in determining the life history of every individual are heredity and environment. We may have no control over the former but the latter is within our dominion. As soon as these children reach

the school age, they should be sent to an institution which receives no other class but the feeble-minded, whether that institution be supported by private or public funds. Private institutions while they do a good work do not give any guarantee as to their permanency and are usually conducted as a financial enterprise. If reverses come, the children have to be removed and are once more exposed to danger. This affliction affects all classes of society and should be met by public arrangement. If the child is in the family of a poor man earning small wages, we realize it is necessary that he should be removed. Where is the family so wealthy and yet so blind that they fail to appreciate the benefits to be derived from having such a child placed in a public institution under the best scientific treatment and with absolute security for his protection?

In past conferences much has been said about classification in the various institutions, and if the best results are to be obtained a proper classification is imperative. Many of these children come to the institution helpless as babes; some are paralyzed—are unable to dress, walk or stand alone or assist themselves in any way. Others are restless, noisy and destructive. The disposition of such cases does not present any great problem difficult of solution. They should be placed in the custodial department immediately and not allowed to mingle with the children of the educational department. They are repulsive to the brighter ones. These cases should be placed in the best possible hygienic surroundings with kind, trained attendants to care for their wants. Here we cannot hope for very much improvement; yet, by patient and well-directed effort on the part of attendants much may be accomplished. It is possible to teach some of them to dress and undress, to feed themselves and to exercise some care in the matter of cleanliness, and to be less disgusting and more orderly than when admitted. More than this we can hardly expect. To many people this improvement looks trivial, but as a result of this effort fewer attendants are required and the expense attending the care of these unfortunates is lessened. Children

that have been unfortunate enough to reach the age of fourteen or fifteen without any special training should not be admitted to the school, but should be sent to a custodial asylum. It frequently happens that even at this age their moral health is so tainted they should not be allowed to associate with those of tender years. Between the two classes briefly described are the children who may prove amenable to instruction. A large proportion of them become fairly proficient in reading and writing and may be seen during their spare moments or in the evenings reading some magazine, book or newspaper, or writing letters to some of their friends. Little progress is made in arithmetic, and they seldom master more than the four simple rules. It is absolutely necessary that they should be taught the principles of morality and good habits, for without these training of the intellect would render them more cunning and more difficult to manage. Of late years much attention has been given to sloyd work and other forms of manual training. In this way both their mental and physical conditions are improved and at the same time information is acquired which will prove of much value in years to come. The trained adult inmates under proper supervision are given ample opportunity to perform manual labor, and in this way reduce the number of paid employees that would otherwise be necessary. Many of the girls are fond of children and render good service in caring for the feeble or crippled or young children. They make the bedding, clothing and do a large portion of the domestic and laundry work. The boys assist the baker, engineer, shoemaker and tailor, but their most remunerative work is in the garden and on the farm. Most institutions have a large farm and here the boys are employed in caring for the stock and whatever other work is to be performed. In this way large quantities of produce are raised, the work being done mostly by the inmates. We cannot overestimate the value of good, wholesome work for these boys; they are much happier, less restless, and more agreeable when provided with sufficient employment. The value of this work depends entirely on the amount of patience and skill possessed by the supervisor.

If a number of boys were sent alone to do a piece of work, most of the time would be spent in mischief or play. If there is any place where these people can be happy and at the same time make the greatest contribution towards their support, that place is to be found in a well-managed institution.

The pioneers in this work were of the opinion that after a persistent and systematic course in the training school, many could be returned to the community as useful and respected citizens. The work was then in the experimental stage and experience has demonstrated that this is not practical. There are some men and women, whose sincerity cannot be doubted, who claim that the brighter boys and girls would make a fair showing if placed in homes where they could receive proper advice and supervision. Here we must not forget that the brightest are also the most dangerous. About the only work these people are capable of performing in a satisfactory way is easy manual labor. After working for smaller wages than those awarded normal people and being continually advised, they soon become discontented and seek for more remunerative work, and at the same time entertain an idea that they are sufficient unto themselves and throw off all restraint. The sequence of this is that they choose a new environment and new companions. This is usually a step in the wrong direction. The question of thrift is not considered, and if successful in accumulating a few dollars this is squandered on trifling articles of little value, or some unscrupulous person with more intellect and less charity, under false pretense, succeeds in separating them from their earnings. It finally comes to pass that most of them have to be cared for in charitable institutions. Is it not infinitely better both from a humane and economic point of view to keep these simple people all their days in an atmosphere where they can lead happy and profitable lives than to submit them to those influences which wither the body and deprave the mind? I appeal to all the members of this conference, whether you come from one of our large cities or from the rural districts, that you take a special interest

in this matter, and if ever one of these derelicts of humanity comes within your horizon make an effort to conduct such a one to a haven of safety. This is a debt you owe society.

The discussion of Dr. Mason's paper was opened as follows, by DR. CHARLES BERNSTEIN, acting superintendent of the Rome State Custodial Asylum:

Anyone who has spent any time with the custodial class of feeble-minded and observed them closely would soon be impressed with the fact that housing, clothing and feeding them, and that alone, was surely a short-sighted policy, as, under such treatment, they are bound to grow more dull, stupid, destructive, filthy or violent (this depending on temperament) and require a constantly increasing amount of personal attention from the attendants.

Some of the characteristic features of this class are—their perverted mental and bodily activity with a predominance of automatic movements, in fact, animal energy being worked off. In many cases this takes the form of destructiveness, violence, etc. After having observed this class of cases here for three years with no efforts being made towards their training, I was convinced that something must needs be done for them, and the line of work herein outlined was instituted. We carry on no so-called literary or intellectual training, believing this to be undesirable, as it would at once make them conscious of their worldly limitations and seclusion. This side of their nature is catered to in very frequent entertainments and amusements, such as home talent theatricals, dances, in and outdoor baseball, tobogganing, skating, football, basketball, etc.

The work has been under the immediate direction of the assistant physician here with two trained teachers, one in manual training thereat, and has so raised the grade of mentality and improved personal appearance of inmates, that frequent visitors to the institution note and comment thereon. As regards results I will enclose you copy of statistics which were prepared in connection with a paper on the work for presentation to a medical

ch statistics were also sent to the New York State
ies.

STATISTICS.

llowing statistics are based on 314 cases which were
training from 1897 to 1900, thus the cases having been in
g respectively, one, two, three and four years. Of these
es, 32 had died at the time the statistics were made up,
been discharged to their homes; ages ranging between
majority between 10 and 25 years:
cent. had markedly disordered nutrition; in
nt. of number it became good.
e per . had physical disease; 30 per cent. of this num-
re c
teen per cent. had deformity resulting from disease; 14
nt. of this number had improved.
en per cent. had organic nervous disease; 9 per cent. of this
er had improved.

Twenty-six per cent. had functional nervous diseases; 55 per cent. of this number improved, majority of which were cured.

Twenty-two per cent. were unable to understand language; 57 per cent. of this number now understand; 7½ per cent. were able to read.

Thirty-four per cent. were unable to articulate; 26 per cent. of this number can now talk; 5 per cent. are able to write.

As regards their ability to work, we classified them at time of admission as follows:

Class 1. None.

Class 2. Self care.

Class 3. Assist others.

Class 4. Usefulness in industrial departments.

Class 5. Good workers.

Thirty-three per cent. were unable to do any work. Of this number 65 per cent. have so far improved that 44 per cent. can

care for themselves, 15 per cent. assist others and 60 per cent. are useful.

Second class.—Forty-five per cent., of which 82 per cent. have so far improved that 23 per cent. assist others, 55 per cent. are useful and 4 per cent. good workers.

Third class.—Seven per cent., of which number 86 per cent. have so far improved that 58 per cent. are useful and 28 per cent. good workers.

Only 20 per cent. were useful at the time of admission, and only 1 per cent. good workers.

Twenty per cent. were destructive, of which 89 per cent. are cured and 8 per cent. improved.

Twenty-seven per cent. were filthy, of which 67 per cent. are cured and 8 per cent. improved.

In connection with the training we found it very desirable in many cases to associate medical treatment therewith, and we found that 36 per cent. of the 314 cases required special medical treatment, this being especially the very stupid cases, also the excitable, destructive and filthy cases.

MR. BATCHELLER, of Gloversville, President of the Board of Managers, Rome Custodial Asylum: I simply want to add a word in reference to what the Doctor has said in regard to the matter of appointing a dentist at the Custodial Asylum. This came under my personal observation, and a more marked change in the character of the people cannot be conceived than has been the case as the result of this dentist's work. In many cases the patients had not the intellect to tell what was the matter with them. The cleaning up of the teeth relieved the irritable condition of these patients, made them less destructive and has practically done away with dribbling. We have a musicale every Friday night. We have a band made up of the attendants, and after the music we have a dance. On one evening there were some three or four hundred inmates in the room and I took occasion to walk about the room and analyze closely the face of every one of those inmates, and I think less than a dozen of

them showed that they had no interest whatever in the music and the entertainment. Others to a greater or less extent showed that they were enjoying it considerably, and a large majority of them were immensely happy, as happy as ever I was when I attended a dance. And later on when the dancing began it would surprise you to see all hands get to the floor. They were not at all particular as to their choice. One girl seemed to have a particular fancy for a little colored boy. He had no idea of how to dance, but she took hold of him and would get him around the room. Once in a while he would get in a step, and he seemed to improve while I was watching him there. It simply showed me that there was an element in those people that showed they were capable of being improved, and as a board we are seconding the efforts of Dr. Bernstein, and we believe that the unteachable idiot is really a rare article.

Mrs. BARROWS, of New York: Mr. Barrows has been obliged to return home, but I may say for him that the statistics he got in reference to the criminal class of the feeble-minded would entitle him to say very strongly there should be separate provision made for them. He has investigated the matter in many places where the feeble-minded are cared for as well as the criminals, and he feels that if they could be put in an institution by themselves it would be a great help to the reformatory institutions. And I may say also that not only have other institutions felt the necessity of employing dentists, but at quite a number of such institutions they are employing oculists as well.

Mr. BATCHELLER: Our board passed a resolution that if the State would provide us with buildings properly adapted for the care of these unfortunates, we would willingly take them in. We have a farm of nearly 400 acres, situated in such a way that we can utilize them for work on the farm, and we have established shops for making brushes and so on where we can utilize their services. But we protest against taking them in with our feeble-minded children who are not criminal.

Mr. LODGE, of Rochester: I know it is very pleasing to us all to learn of the pleasant surroundings of this unfortunate class and to hear how they are being improved, but as a superintendent of the poor I would like to have the active interest of this Conference directed to devising some way so we can get our idiots into that beautiful place. It is impossible for me to get patients admitted to the Rome Custodial Asylum because it is full, and I think that this Conference should go on record strongly in favor of an adequate appropriation so that the large class of idiots and feeble-minded children in our institutions—I think it is larger than the people generally realize—can have proper care. There are very many more deplorable cases in families, tied up to beds and locked in rooms, and they come to us, and what can we do? What we want of this Conference is an active interest in getting from the State a sufficient amount of money to provide for this class of idiots who are living in families and scattered through our institutions.

Mr. BATCHELLER: In answer to what the gentleman said I would say this: You would be surprised at the number of letters we get from those who wish to have people admitted to our institution. There are 317 applications now on the waiting list, and the gentleman who last spoke has touched a chord to which we all respond as managers of the institution. The State of New York certainly has these people to take care of, and if they will provide us with housing we will take care of them, but we cannot take in any more than we have now.

Judge McLOUTH of Palmyra, President of the State Custodial Asylum for Feeble-Minded Women, said:

I quite agree with Dr. Bernstein that this conference should aid by all the means at its command to increase the accommodations at the Rome Custodial Asylum, and if it can assist in attaining that end it will be one very good thing done. I think with him that the name of the Rome institution should be changed. It is, if I recollect right, the State Custodial Asylum for *Unteachable Idiots*. One part at least of that name ought

to be stricken out. Does anybody know of any two words that can be put together and mean less than that? It is as bad as the statutes of the State of New York, which speak of "lineal descendants."

In listening to Dr. Bernstein and to the President of the Board of Managers I began to ascertain something about why they at Rome are so clamorous that we at Newark should send to them some of our best class of girls whom they may put in place of attendants. If we are able to make them useful as such we can find employment for them quite readily, and we suggest that Rome do the same thing. The Custodial Asylum at Syracuse which has been heard from, and that at Rome which has been heard from, as I understand, receive both sexes and all ages. The Custodial Asylum for Feeble-Minded Women at Newark receives only girls, women of child bearing age; is limited alone to those, and last week at the monthly meeting there were 523 of those girls housed there. The last remark that was made by the president at Rome, and by the superintendent at Rochester touches the vital chord in the management of the charities and the care of the unfortunates of the State, and that is, room, accommodations, capacity. Every one of these institutions is filled to overflowing. Our institution is filled to its utmost capacity. We are, from necessity, filling our corridors with beds, which is a shameful thing to do. We are putting inmates upon the third floors, and that is a disgraceful thing to do, for it is a menace to life. No institution ought to place any inmate above the second floor because of the great destruction which fire may make, but it has to be done; the State compels it; it is done everywhere, and the State is not trying to remedy it, and when the gentlemen from Rome, and the gentlemen from Syracuse, and we of Newark, go to the Legislature, and to the Fiscal Supervisor—who has got a great deal of power, but far less of rightful power or possession of facts than the managers—and ask for appropriations for buildings—when we ask for three maybe we get one, and when we ask for one, we don't get any, and if we do ask for one and by

chance get an appropriation, as we did in 1902, the building is not laid out so as to go under contract in two years, when in six months, if the managers had power to do it, if they could select an architect, if they could let the contract, if they could perform the work, in six months after the appropriation was made we would have the building ready for occupancy, and we have done it before now. We can present to the State an object lesson. The best building we have for our purposes on the grounds by all odds was built on time and for half the money. But of late the State has concentrated everything at Albany; it has put everything in the hands of the State Architect at Albany, and said that the State Architect shall perform an impossible thing—that he shall make every plan and every specification for every State building, and it is not in the power of any office in the State, or any officer of the State to do that thing and do it with any sort of commendable expedition. It simply ties down managers; it ties down institutions, and it says we will not furnish the capacity to take care of these unfortunates, and the president at Rome, and at Syracuse, and at Newark, and everywhere else, and all the managers behind them, cannot get an appropriation that will give us any sort of adequate accommodations, and if we do get an appropriation we are not allowed to expend it. Let this Conference go out, and every man and every woman that is in it, and say it is the fault of the Legislature, controlled by the politicians, that the unfortunates of the State are unprovided for.

Dr. HURD, of Buffalo: I think this Conference would be a success if we did nothing else than make our influence felt in regard to these institutions at Rome and Syracuse and Newark. In the first place, I would suggest that Mr. Devine write some resolutions on the subject that can be presented to-morrow as the sense of this Conference.

A motion was made that the Committee on Resolutions draft a resolution that immediate action be taken by the Legislature to provide adequate accommodation for these institutions.

, of Rome: I move you that after this resolution rinted a copy be forwarded to each superintend- r to ay before the boards of supervisors, and that a s put in the hands of each legislator.

EARNSHAW, of Lowville: The Committee on Resolutions I trust, present with the resolution a compendious argu- for it. I suppose our legislators are intelligent, but a mere ition would scarcely carry all the intelligent conviction there is for the need of this, and I am sure that committee put in terse form a compendium of the argument we have ere this afternoon.

, CROUSE, of Syracuse: As a delegate from the State Insti- n for Feeble-Minded of Syracuse, I would like also to state our institution stands, I believe, as the only educational itution in the State. We ought to take feeble-minded chil- , which we do to the extent which we can, but we are led with adults and for years have been trying to get space at Rome and Newark. As it stands to-day there are hundreds of children that could be educated to a very fair degree, as our line of work shows, and we are not able to take them into the institution simply because Rome and Newark cannot take our adults, and therefore the young element is kept either in poor-houses or not taken care of at all. And I would like also to plead for the Syracuse institution.

Dr. SPRATLING, of Sonyea: Our waiting list is 312. We are putting up buildings now for them.

THE CHAIRMAN: I would suggest that the Committee on Resolutions should incorporate with their resolution some of the arguments and heat and earnestness that we have heard this afternoon; that you make it your business to see Mr. Devine before this resolution is presented to this Conference, and that he make a resolution which will count. My impression is that officials may ask and argue and show by arguments that things

are necessary without always being successful, but if their constituents will only appeal to the members of the Legislature and appeal strongly enough, they will get a hearing when the people will not if it is thought they have some special business interest behind them.

The motion was put to the conference and carried.

A BRIEF DESCRIPTION OF THE TUBERCULOSIS HOSPITALS OF THE NEW YORK STATE HOSPITALS FOR THE INSANE.

By FREDERICK PETERSON, M. D., President of the State Commission in Lunacy.

(Text to accompany stereopticon views.)

There are in the neighborhood of 25,000 insane in hospitals in the state of New York. An estimate of the number of cases of tuberculosis in the state hospitals has been made, and while the population is higher in the hospitals situated in the cities as compared with those situated in the country, the average of tuberculous patients among the insane population is about two per cent. This ratio is almost the same as that of the London county asylums, where Dr. Mott has recently made an investigation of the matter. In a population of over 14,000 insane he estimates the ratio of cases of tuberculosis to be 1.72 per cent.

The lunacy commission of New York state has for several years favored the segregation, as far as possible, of these patients from the others. In many of the fourteen state hospitals under its jurisdiction special wards have for some years been set aside for tuberculosis cases, and where possible solariums have been added to such wards.

Dr. A. E. MacDonald, superintendent of the Manhattan State Hospital, East, on Ward's Island, suggested the use of tents for patients with tuberculosis, and his suggestion was promptly acted upon by the lunacy commission. At first tried during the warm months only, Dr. MacDonald has found it expedient and satisfactory, as he himself explains at this meeting, to keep the tents

occupied all winter, having the tents warmed by stoves. This plan he has successfully carried out for two winters. Dr. MacDonald's noteworthy results are already familiar to you.

The lunacy commission after ascertaining that we have in the state hospitals upwards of 500 cases of tuberculosis, and a constantly growing insane population, determined to establish properly constructed tuberculosis hospitals in the state in connection with certain of the hospitals so situated as to offer the best climatic advantages. At first it was intended to build six hospitals, each for fifty cases of tuberculosis, but for economical reasons, centralization of heating, administration, supplying food, etc., the plans were subsequently modified. We have now three hospitals with one hundred beds each, to be established in different parts of the state, anticipating a later provision for two or three hundred tuberculous patients at the proposed new colony for the insane in the northeastern portion of the state.

In dealing with insanity as well as tuberculosis, our problem in construction has necessarily differed somewhat from the plans evolved for tuberculosis sanatoria in general. In the matter of constant watching of patients for instance the need of dormitories, with a few single rooms only in place of many single rooms is a pertinent feature.

The plans as presented to you in the stereopticon views almost explain themselves, but I call your attention to a few points which have been kept in mind by the lunacy commission and the state architect, who have devised them. In designing these hospitals for our especial needs we have had recourse to all the literature on such construction, notably to the essays offered in the contest for the prize of the King Edward sanatorium.

You will observe that there is a central building with two wings joined by one story corridors. The buildings are two stories high. The central building has a kitchen, pantry and dining room on the first floor and bedroom for employees above. The second stories of the wings are for able-bodied patients, the first floors for the bedridden.

Each ward has space for sixteen or seventeen beds and there

are six single rooms. The water section with baths, toilet, etc., is effectively separated from the main body of the structure. Sitting room space has been made very small, so that patients shall remain outdoors as much as possible. The hospital has a southerly exposure for both wings. Taking the first floor (for bedridden patients) as an example, there are practically two verandas, one uncovered to the south, to which the beds may be wheeled and the patients given sun baths in suitable weather, with bed awnings to shade the face and eyes. One on the north which is almost wholly glass and which serves both as a corridor and veranda. To this northern veranda the beds can be wheeled in inclement weather or for the sake of coolness in the heat of summer. The dormitory of the ward is practically surrounded with glass. The whole front is glass, and there is glass some distance along each side. The wall between the corridor and veranda is lined with transoms opening into the corridor its whole length. Thus whatever may be the weather or prevailing wind two or three sides of the dormitory may be always open if desired. All of the windows reach to the ceilings, and all are provided with transoms flush with the ceilings, so that there can be no stagnant air in the high strata of the room. These transoms are hinged at the top and open outwardly where they open directly out of doors in order to protect the rooms from rain. The ceilings are made rather low, as is usually advised in these hospitals, 10½ feet, so they may readily be cleaned. Every effort to avoid angles and corners anywhere in the rooms is to be made. The doors are to be without panels, the angle at the junction of floors, walls, ceiling, etc., well rounded. The floors will be covered with linoleum, enamel paint will be used up several feet of the walls. The heating system is an unusual feature, and has as far as I know, not been employed in other hospitals of this kind. It is used in the new maternity hospital built and endowed by Mr. J. Pierpont Morgan in New York city. The steam pipes are laid along on both sides of the wall dividing the dormitory from the corridor and on available wall space in single rooms. The pipes are then completely covered with sheet iron and coated with white enamel

paint. Thus no dust or expectoration can reach any part of the pipes, and the whole apparatus can be kept as clean as the floors or walls. Enclosing them thus demands of course a much larger supply of steam pipes and a greater radiating surface, especially in wards into which so much glass construction enters, but as tuberculosis wards should properly be kept at a temperature only a moderate degree higher than the outside air, it is expected that the plan adopted will prove satisfactory.

For each ward a room is provided at the back of the corridor where patients coming in from outdoors may divest themselves of heavy or wet clothing and hang it up to dry.

Whenever possible the southerly slope of a hill with woodland protection is selected as a site. The first of these hospitals is now nearing completion at Binghamton. The site selected is on the south side of a high hill with a forest behind. It is ideal in every respect. The slope is such that exit may be had from the second story to the hill above without going down stairs. It is so accessible that steam can be furnished from the central heating plant of the institution, and easy connections with the sewer, water and lighting systems made.

TENT LIFE FOR THE TUBERCULOUS AND OTHER CLASSES OF THE INSANE.

By A. E. MACDONALD, M. D., Superintendent of the Manhattan State Hospital East, New York City.

(In Dr. Macdonald's absence the paper was read by Dr. C. Floyd Haviland. The paper was illustrated by numerous lantern slides.)

The wide-spread interest which has of late been awakened in all measures for the prevention, alleviation, or, if possible, cure of that terrible scourge which finds a popular name as the "white plague," doubtless prompted your Committee on the Mentally Defective to admit this paper to its list.

It can scarcely properly claim designation as "a paper," for apart from a few very brief introductory written sentences, I expect to depend upon the casual remarks which may be suggested

by the various pictures shown to supplement the latter in presenting my subject to you.

The use of tents in the hospital which I have the honor to administer originated in the desire to find some means of isolation for its phthisical patients more satisfactory than were afforded by the large and closely connected wards of the two massive buildings of old-fashioned construction which compose it. It may be confessed that the desire to protect those as yet unaffected rather than to benefit those affected, now that both have proven capable of attainment, was perhaps the weightier motive.

It is appropriate that record of the success which has, as we believe, attended tent treatment should be made in Buffalo, for it was here, at the time of the Pan American Congress, that in careful study of the admirable exhibit made by the Army Hospital Corps, the solution of the problem, if not suggested was at least emphasized. Later, and from similar direction, assistance was derived from inspection of the arrangements at Governor's Island and at the Marine Hospital in New York, and Drs. Corbusier and Bailhache, of the U. S. service, contributed valuable information and advice.

Such a departure from stereotyped methods, and the purchase of supplies of so unwonted a character as tents and accessories were not accomplished without some strain upon established methods, but the hearty interest and support given in this, as in so many other instances where progress has been sought, by the President of the Lunacy Commission, Dr. Peterson, soon brushed this aside.

The first transfer of patients from the buildings to the tents took place in June, 1901, and thirteen of these patients still enjoy the benefit of the latter after a continuous sojourn therein of nearly twenty-eight months. Forty patients made up the first draft, comprising all those in whom the disease was active, and to-day there is a population of forty-three souls out of a census of, in round numbers, 1,900 for the entire hospital.

This statement and these figures apply only to the tents for consumptives which are assembled in what is designated as "Camp

A." Other camps have been added and other classes of patients treated therein until throughout the past summer a standard camp population of 175 was maintained.

It was not expected when Camp A was first installed that its use would extend beyond the summer and early autumn months, and with the arrival of cold weather one-half the patients were returned to the buildings as a preliminary to the camp's temporary abandonment. In the meantime the remaining large tent and the remaining twenty patients were removed to a more sheltered position, and the former was fortified against winter winds by extra braces and guys, and against winter cold by the introduction of large stoves. It was hoped to, in this way, somewhat prolong the absence of the patients from the interior wards. But one storm after another came and went and left the occupants of the tents at least as comfortable as their fellows of the wards, and, to make a long story short, they remained in the tents throughout the winter of 1901-2 and have remained there ever since, and throughout the winter of 1902-3 to the number of forty instead of twenty. Dr. C. Floyd Haviland, Assistant Physician upon the Hospital Staff, was assigned to the immediate charge of Camp A at its inception and continues in regular charge at the present time.

The success of the experiment in the case of the consumptive patients suggested possibly equal success in the application of tent-treatment to other classes of the insane, and on the 15th of July, 1901, a second camp, "Camp B," was established, to which were removed twenty of the most demented and uncleanly patients, whose care in the large and inconvenient interior wards had always proven unsatisfactory. Here again the success of the experiment was marked both in the personal comfort and improvement of the patients and in the condition of their surroundings.

A second and a third season have been attended with satisfactory results, and the number of patients now in this camp has risen to forty-four. Dr. Frank L. Grosvenor is the member of the hospital staff detailed to the service of this camp.

The readjustment of the several branches of the Manhattan

State Hospital, and the abandonment of the Blackwell's Island division, resulted in the substitution in this hospital of women for men patients to the number of 500 in the fall of 1901. They were for the most part old, feeble, decrepit, the least desirable class that could be found in the hospital making the transfer. Many of them required to be carried or transported in wheel-chairs to and from the table, and many were bed-ridden. The opportunity was found in the presence of these women for another test of the possibilities of tent-care, and forty women were assigned to "Camp C," the third of the series, in June of 1902. Under the care of Dr. Arthur B. Wright, of the Assistant Staff, this camp has proven both in the year of its opening and again this year, of inestimable value. From the low level of the tent floors the patients, who would otherwise have had to remain in the building, can easily reach the ground, and are practically in the open air, amid pleasant surroundings, throughout the more clement months of the year.

The latest addition to the hospital camps, making four in all, was made on June 1st of the current year, when "Camp D", was opened to receive to the number of forty-five working patients. It was decided that inasmuch as the out-door workers upon the farm and grounds, etc., had the benefit of the fresh out-door air in the day time the new camp should be devoted to occupation, by night, of those whose employment as tailors, shoemakers, printers, etc., confined them to the indoor shops in the day time. This camp is still occupied at the date of the present reading, thanks to an unusually mild autumn thus far, and its inmates will greatly regret it when the time comes for its close for the season. Dr. Chester L. Carlisle, of the Assistant Staff, has had charge of this camp throughout.

It is not sought in this brief introduction to the showing of the camp pictures, to go into details as to the treatment, least of all the *medical* treatment, of the patients, especially of those in the camp for consumptives. One criterion which, as well as any other perhaps, serves to indicate the success of open-air treatment in tents may be briefly referred to, changes in weight.

Thirteen patients have been continually under camp treatment since the establishment of the system in June, 1901. On admission to the camp, five of these weighed less than 100 pounds; six weighed from 100 to 115 pounds and two weighed from 115 to 130 pounds. At the present time all but one show an increased weight, the average gain being 23.16 pounds, the greatest gain 74 pounds.

One patient weighed 73½ pounds on admission, but now weighs 101 pounds. Another who then weighed 90 pounds now weighs 164 pounds, with no symptoms of an active phthisical process, while still another remarkable case, which has been under camp treatment but little over a year, having been admitted in September, 1902, weighing but 83 pounds, had just doubled his weight on Nov. 1, 1903, weighing 166 pounds, while all active phthisical symptoms had disappeared.

I am indebted to the gentlemen who have been named as having the several camps in charge for supplementing faithful service in the direct line of their duties by painstaking effort and experiment, the records of which supply the basis of this and other similar reports. Dr. J. T. W. Rowe and Dr. Louis C. Pettit, first and second assistant physicians respectively, have given general assistance of great value, and the latter has prepared, at no small trouble, the lantern slides by which this presentation of the subject is illustrated.

In a word, in conclusion, the tent-treatment of the insane, and especially of the tuberculous insane, has proven in our hands a most valuable addition to the hospital equipment. If such favorable results can follow its application to a class so almost hopelessly handicapped with the association of two grave maladies, what may not be hoped from its early employment where consumption alone has to be grappled with?

The discussion was opened by John H. Pryor, M. D., Buffalo, Member of the Board of Trustees of the State Institution for the Care of Incipient Tuberculosis, at Ray Brook.

Through an unfortunate error no report was taken of Dr. Pryor's discussion. He spoke very briefly, complimenting highly

the wise and humane provision made by the State for the 500 tuberculous insane, as shown by the papers of Dr. Peterson and Dr. Macdonald, and contrasting it very emphatically with the sad lack of any provision whatever as yet by the State for the 60,000 tuberculous sane.

Mr. EASTON, of New York: It seems to me that in addition to the institution for the care of incipient cases we need institutions for the care of other cases.

The Chairman inquired if there was any one who wished to discuss the topic further, and there being no one he declared the session adjourned, at 5:15 p. m.

RECEPTION.

A reception was tendered the delegates from 4 to 6 p. m., by the ladies of the Woman's Educational and Industrial Union of Buffalo in their handsome building in Niagara square.

SEVENTH SESSION.

Thursday Evening, November 19, 1903.

AT THE TWENTIETH CENTURY CLUB HALL.

Mr. J. G. Phelps Stokes, of New York, Chairman of the Committee on Preventive Social Work, called the meeting to order at 8:30.

Mr. TUCKER then read the report of the Committee on Organization of the Conference of 1904, which will be found at the end of this volume.

On motion, duly seconded, the report was unanimously adopted as read.

Mr. MURPHY, of the Committee on Time and Place, reported as follows: I have pleasure in stating that the committee as a whole fell down before the special pleadings of Miss Moore, of Syracuse, and therefore Syracuse is recommended as the next place of holding the Conference, on the 15th of November.

mission, besides 100 pending cases to be transferred from the Syracuse institution for Feeble-Minded Children;

AND WHEREAS, In many instances these feeble-minded children are a serious burden upon their families and upon the community, and are in many instances actually costing the county upon which they are charges from $4 to $6 per week, while the expense of their maintenance at Rome would be not more than $3 per week;

AND WHEREAS, Many of these individual cases are constantly becoming less amenable to training methods and thus more burdensome;

AND WHEREAS, Under existing conditions, county officials are often unable to comply with the State law, which specifically prohibits the care of this class in almshouses;

AND WHEREAS, No effective steps have been taken to increase materially the capacity of the institution at Rome within the past three years;

Therefore, Be it Resolved, That this Conference urge upon every member of the Legislature and upon the Governor the pressing necessity for the provision of accommodations for at least 200 additional inmates, which would be only one-half the urgent cases now seeking admission;

And Resolved, That the Secretary of the Conference be instructed to send a copy of these resolutions to the Governor and to members of the Legislature as well as to county supervisors and to county superintendents of the poor.

Resolved, That the Conference indorse the application of the State Board of Charities for an appropriation to meet the expenses of an agent or agents to visit and inspect the homes in which children are placed by public officials and by the various placing-out agencies.

Resolved, That a committee of seven members be appointed by the Conference to consider the State laws bearing upon the reformation of criminals, especially misdemeanants over 16 years of age, and that they be authorized to present their conclusions

and recommendations to the Legislature; and that this committee consist of the following persons: Hon. Julius Mayer, Chairman; Hon. T. W. Hynes, Mr. James Wood, Mr. Geo. F. Canfield, Mr. Michael J. Scanlan, Mr. Frederic Almy and Rev. Samuel J. Barrows.

WHEREAS, The desertion of families by their natural breadwinner, resulting in dependence and destitution, appears to be a great and increasing evil;

AND WHEREAS, A committee, of which Frank E. Wade, Esq., of Buffalo, is Chairman, representing various charitable societies of the State, has been appointed to draft a bill amending the State laws relating to this subject;

Therefore, Be it Resolved, That the Conference approves the strengthening of these laws; and that the Executive Committee of the Conference be authorized to consider and to act for the Conference on any specific bill prepared by the above named committee.

Resolved, That the Executive Committee of the Conference or a committee appointed especially for this purpose by the Executive Committee, be authorized to take the necessary steps in co-operation with the representatives of the charitable interests of neighboring States for the organization of an interstate conference, with the understanding that the number of Conference meetings shall not be increased, and that nothing shall be done that will impair the usefulness of either the State Conferences or the National Conference of Charities and Correction.

Resolved, That the special thanks of the Conference are due to the Twentieth Century Club, to the Woman's Educational and Industrial Union, to the Associated Press and the daily newspapers of Buffalo, and to the members of the local committee for their co-operation in insuring the success and increasing the usefulness of the Conference.

EDWARD T. DEVINE,
EUGENE H. HOWARD,
D. J. MCMAHON,
Committee.

A motion was made and adopted that a telegram be sent by the Secretary to President Mulry expressing the regret of the Conference at his absence. (The telegram sent was as follows: "The Conference again expresses its regard, its regret for your illness, and its thanks for all you have done for it.")

REPORT OF THE COMMITTEE ON PREVENTIVE SOCIAL WORK.

By Mr. J. G. PHELPS STOKES, New York City, Chairman.

The increasing use of the phrase "Preventive Social Work" is indicative of an increasing prevalence of belief that social evils are in large measure preventable. By "social evils" is meant all those forms of distress and suffering and wrong that are directly or indirectly consequent upon the individual's relations with other portions of the social organism of which he is a part. Chief among social evils, are disease, poverty, habitual idleness, vice and crime, all of which have usually been assumed, until recently, to be either unavoidable eventualities and mishaps incident to the progress of social evolution, or else direct consequences of perverse volition where the offending individual has been alone responsible. It has of late become evident, however, to social workers in every field, and to students of social movements, and to criminologists and educators and other observers of influences which effect human nature, that antecedent to the sickness and poverty and crime, and antecedent to the perverse volition, there usually lie casual conditions.

Disease, for instance, is now known to be at least usually due either to defective and unsanitary environment or to defective physical constitution, both of which are largely beyond the individual sufferer's control. Individuals of sufficient intelligence and of sufficient economic and other resources, can perhaps select their own environment, and by suitable habits of life can acquire health and preserve it; but for the majority of mankind health depends in very large measure upon conditions not of the individual's making, in the environment in which he lives,

and in his inheritance; conditions which, usually, the individual has neither the knowledge nor the means to avoid. The therapeutic aspects of disease do not concern us here; but its social aspects are of very far-reaching consequence, owing to the bearing of disease upon the economic and moral welfare of the community. There are upward of 1,000,000 deaths per annum in the United States; since approximately 92 per cent. of these are of individuals less than 65 years of age, it is evident that mere old age and normal wear and tear of tissue are relatively small factors in inducing mortality. Preventable conditions are responsible for the great majority of illnesses and deaths; as, also, for most of the suffering and destitution which so often follow.

Each year sees an increase in the number of diseases traceable to remediable defects in human environments and ways of life. Unsanitary conditions of homes and workshops and public places, are found to be responsible for the spread of all infectious diseases; and defective constitutions, due directly or through inheritance to vicious or otherwise unhygienic habits, are found to be responsible for most of the remainder. Increasing knowledge of the causes of disease is gradually leading toward its elimination. Smallpox no longer ravages whole populations, except where dense ignorance prevails; yellow fever has of late been eliminated from large areas where for centuries it held uninterrupted sway; typhus is no longer known, and typhoid is wholly controllable by modern methods of sanitation. Tuberculosis, the greatest of all scourges, is now feared only where circumstances limit unduly the individual's opportunities to secure fresh air and food and rest and recreation; and the former great mortality of infants has in the past ten years been greatly reduced through more intelligent care and feeding.

But the mere mortality consequent upon disease is but one of its evils. The effects of disease upon others than the sick, should receive wider consideration than has hitherto been given them. Consider for instance the social aspects of the ravages of pulmonary tuberculosis. One hundred and nine thousand four hundred and ninety-two people died from this wholly preventable

disease in the United States during the census year ending May 31, 1900. Of these, 92,732 were between the ages of fifteen and sixty-five, and therefore presumably capable of contributing in some measure, if need were, to the welfare of their families and of the community. If people could be ill for a while and die, without suffering themselves, and without causing suffering or sorrow or loss to families and friends, and without detriment to the community, then illness and death would be of little or no social consequence; but very large social consequences are involved. Obviously, if a breadwinner is eliminated, for instance, the economic stability of the family is jeopardized or destroyed. Similarly the moral status of a group varies as the moral factors in it are eliminated or changed. The social aspects of disease are so far-reaching as to call for wide consideration and for redoubled effort toward its elimination. In fact the poverty alone, consequent upon disease, is perhaps a greater misfortune than the death that disease causes. Death is usually painless, and it must needs come to all; but widespread poverty is neither painless nor unavoidable.

Inability to earn a living, whatever the cause, is at the basis of nearly all the poverty and destitution that confront us, and in the production of this inability avoidable disease and infirmity are conspicuous factors. Another conspicuous cause of poverty and of the distress incident to it, a cause second only to inability to earn a living, is unwillingness to earn a living; in other words, voluntary habitual idleness. All the causes of such inability and of such unwillingness must be sought, if we would eradicate the evils of poverty; and in proportion as these causes are ascertained, will the evils be subject to our control. Both the inability and the unwillingness are generally traceable, through many and diverse channels, to the same fundamental cause: namely, defective or undeveloped personality, either in the individual who is himself unable or unwilling, or in some individual or group who is or are responsible for the conditions which underlie the involuntary or voluntary idleness of others. Let us consider these two aspects separately.

The individual who is unable to support himself and to do his

share for the support of those properly dependent upon him, is either physically or morally defective, or else a victim of industrial conditions that have been developed by others, and for which, therefore, others are creditably or discreditably responsible. Physical deficiency is in nearly every case due either to ignorance of the laws of health and to unhygienic living, on the part of the individual or his progenitors, or to an unsanitary or otherwise unsafe environment. Both of these causes are eradicable through education, sanitation, and proper industrial regulation; in other words, through proper preventive social measures. Moral deficiency appears on the other hand to be due almost wholly to defective associations, and here it seems likely that heredity plays little, if any part. It has of late years been vigorously denied by leading educators and criminologists that moral obliquity is inherited. To be sure cerebral abnormalities that cause partial or complete moral and intellectual blindness occasionally occur, but the occurrence of inherited immorality cannot be irrefutably shown. There are, of course, to be found numerous congenital idiots and congenital criminals, persons congenitally incapable of apprehending moral truths; but these infrequent cases probably owe their lack of morality not to inherited spiritual disposition to evil, but to adventitious structural defect. Among normally constructed persons it would appear less likely that the immoral individual has inherited an immoral propensity than that, if born of immoral parents, he has entered life in an environment prejudicial to the development of moral health; and to his associations with this environment owes the trend of his character. Thus we must seek to forestall moral deficiency also by suitable preventive measures; chiefly by removing unfavorable influences from the environment and substituting other influences, social, educational and recreational, more conducive to moral growth. The evil influences of a so-called "slum" are apparent, and are everywhere conceded, but the equally evil influences, through example and otherwise, of the more polite sensuousness and of the more extravagant waste in wealthier sections, require, similarly, the consideration of thoughtful people. Where social evils exist in crowded tenement districts, they must be in part offset

by the condemnation of the worst areas and the creation of playgrounds and small parks, and by the improvement of tenements, and by providing varied opportunities for decent amusement and recreation, and by providing more complete educational facilities; and above all by striving to so modify existing industrial conditions that each individual shall have more opportunity for the development of all that is best in body and character and soul.

This brings us to the relation of the remediable environment to the problem of vice. Vice is obviously especially reprehensible where enjoyments of clean and wholesome kinds can as easily be had. But in many districts opportunities for clean and wholesome enjoyment are few and far between. It is natural for people to desire recreation and pleasure. Some degree of recreation and enjoyment is perhaps essential to bodily and moral health. Human nature is such that nearly everyone feels the need of recreation and amusement. Where opportunities for decent pleasures cannot be found, indecent pleasures will be had. Vice will never be greatly diminished till opportunities for wholesome recreation and enjoyment become more widely available; nor, furthermore, until desire for the gratification of desire is more widely controlled by the development of individual character; that is to say, by the moral development of individual human personality. Vice, like nearly every other form of wrong doing, is but the result of misdirected desire for personal gratification. The direction of desire is largely determined by suggestive influences of the environment. Where prevalent suggestive influences are bad, whether in tenements or in streets, or elsewhere, the occasional development of vicious habits is but a natural consequence. If we would prevent the development of vice, we must better the conditions which induce it.

Until recently efforts at social betterment have been for the most part superficial, have been aimed at the amelioration and control of the consequences of evil conditions, rather than at the amelioration or eradication of underlying causes. Much social and charitable effort of the past, and even of the present, can be likened, as some one has remarked, to the effort of the unwise

physician, who in dealing with, say, a cutaneous eruption, contents himself with applying soothing ointments to the skin, utterly neglecting the disordered system to which the eruption is due. From early times "charity" of some form or other, true or false, helpful or harmful, has been a factor of importance in the dealings of man with man. But it must be recognized that this word "charity" has served as a vehicle or garment for deeds and practices of many and various sorts; some wholly friendly and kind, and in large measure intelligent, wise and uplifting; others ulteriorly self-seeking or pretentious, perfunctory or ostentatious, designed in the language of the apostle to cover a multitude of sins. There can be no true charity except where there is true sympathy, and true sympathy cannot exist except in proportion as there is true understanding of personal needs or motives. Suffering must be relieved, and often the needy must be aided; but let us carefully distinguish between need and mere desire; between aiding the needy, on the one hand, and merely gratifying and confirming the fraudulent, on the other; let us guard against purchasing present comfort at the expense of needless future pain. Let us, moreover, consider very earnestly to what extent we should expend upon palliative measures, resources that if otherwise expended would eradicate causes which if continuously neglected will be continuously productive of harm.

Crime, like other evils, is a product of causes usually susceptible of social control. At the Thirty-second Annual Congress of the National Prison Association, recently held in Louisville, Kentucky, there were present upward of 100 prison officers representing the penal institutions of the United States and Canada, and as many penologists and criminologists and students of social movements. The sessions of the Congress lasted five days, and throughout the entire proceedings there was not a dissentient voice raised against the opinion voiced by many of the speakers, that the prisons themselves are among the principal sources of crime, and that they probably create far more crime than they cure. There were those present who maintained (and they among the ablest and the most experienced), and who presented impressive evidence and arguments to show, that upon

the whole the influence of most of our prisons upon the offenders and upon society should be regarded as detrimental rather than the reverse; and that until our prisons of antiquated type are replaced by well conditioned modern reformatories, they will continue to be schools of crime and vice, and prolific sources of every kind of wrong. It has been too customary to regard prison problems as of no great social consequence, and to regard prisons as mere places of punishment for wrong-doers. To regard prisons as producers of wrong-doing has been too long overlooked. The evidence appears conclusive that ordinary jails and prisons usually accentuate the anti-social tendencies of their inmates, or produce evil tendencies where none were before. For instance, with few exceptions throughout the jails of our country and in many of our larger prisons, it is customary to so concentrate prisoners in a single room or enclosure, that boys and young men who have never committed a serious offense before, are compelled, whether they wish it or not, to associate almost constantly with habitual criminals and confirmed drunkards and rogues. The resulting moral contamination establishes thousands in criminal careers. It is believed by prison officers and penologists of experience, that more than 70 per cent. of the graduates of ordinary prisons become committed to prison again. There are cases on record where individuals have been returned to prison from twenty to fifty times. Contrast these results of antiquated methods of penal treatment with the results of our modern systems of probation, indeterminate sentence and parole. Hon. Charlton T. Lewis, President of the National Prison Association, is authority for the statement that it is susceptible of demonstration that among youthful offenders about eight out of ten committed to institutions under the old or punitive system, return to crime after their release; while under the probation system not one in ten of those arrested is ever again a prisoner in a court room. Highly satisfactory results are also demonstrable where the probation system is applied among older offenders. In Massachusetts, which leads the States in the number of its probation officers, and where for many years rational reformational methods have prevailed, the

relative diminution in crime is noteworthy. From 1880 to 1900, the population of Massachusetts increased 58 per cent., while offenses against the person and against property increased but 30 per cent. In 1880 such offenses were in the proportion of one to every 472 of the population; in 1900, of the proportion of one to every 571. Thus there was a relative diminution of 18 per cent. in the commission of such offenses during the twenty years. Similar results have been observed wherever modern methods of dealing with crime have been faithfully and continuously applied. Of approximately 24,000 prisoners placed on probation annually in France, but five per cent. are rearrested for violation of the terms of their release. In Belgium the same percentage applies. In New York city the investigations of the Prison Association show that approximately 90 per cent. of prisoners placed on probation there, refrain so far as can be observed, from the commission of further criminal acts, and lead lives of usual propriety. The parole system of release, after indeterminate sentence and brief confinement, is similarly admirably successful. In New York State but approximately 18 per cent., and in Indiana but 17 per cent., violate the conditions of their parole.

More fundamentally important and far reaching than any of these corrective methods, however, is the influence of the kindergarten system. Warden W. E. Hale, of the San Quentin State Prison, California, reported to the St. Paul Congress of the National Prison Association in 1894, that of 9,000 kindergarten children, chiefly from the worst districts of San Francisco, whose records had been traced from the time they entered the kindergartens until at an age to work for themselves, not one had ever been arrested; although during the same period and in the same districts there had been 8,000 arrests of juvenile offenders.

If the people of our land would devote more time and thought and money to eliminating obvious causes of evil, and to introducing well proved causes of good, not only would the social burdens involved in the maintenance of police forces and crim-

inal courts and prisons be enormously reduced, but the suffering consequent upon crime and evil would gradually disappear. It would seem redundant and superfluous to say that where conditions are demoralizing, character is often demoralized; yet the bearings of the fact are so seldom adequately considered, that it requires frequent iteration. To concentrate our energy upon the punishment or reformation of demoralized characters, is "penny wise, pound foolish" if we leave unchanged the demoralizing conditions which produced them; and which if continuously left unchanged will continue indefinitely to be prolific sources of the same kinds of evil.

The adolescent human organism, like every other, grows by the exercise of inherent creative faculties, and the direction of the growth, and whether for better or worse, depends upon the nature and trend of the underlying creative activities and on the nature and character of outside influences in the environment in which the growth takes place. An underlying creative tendency is inherent, throughout the organic world; if uninfluenced it follows a racial or adventitious bent, whether for good or for ill; but it seldom if ever remains uninfluenced by the environment in which it is. There is constant development in one direction or another; in the case of the human being, the development is toward health and social usefulness, or toward ignorance and wrong-doing. It is for society to determine under what conditions of environment the development of character shall proceed.

Even in the teaching of our schools there are elements which tend to the production of evil. The goal ever held before the youthful mind is personal success, and, as we say, the making of a career. The constant encouragement given to personal ambition for personal triumph and personal reward, tends subtly to the development of selfish propensities, and to the neglect of proper consideration for the welfare of others and for the welfare of society as a whole. To the desire for personal advantage or gratification, regardless of the welfare of others or regardless of the welfare of the whole, nearly all, and perhaps all evil is due. Crimes are but consequences of this far too prevalent

desire for the satisfaction of personal desire, regardless of the injuries entailed. Vice, similarly, is but a product of the desire for gratification regardless of physical or moral harm done to self or others. Poverty is in large measure due to our similar self-centured desires for personal wealth, regardless of the conditions which produce it. Where industrial evils underlie poverty they must be sought out and removed; and better opportunities must be provided for the development of efficiency and character. In this latter process the public schools must play an ever larger part.

Education which develops the individual for purely individual ends, naturally fosters selfishness, tends to set each in rivalry and often in unfriendly rivalry against his fellow, and too often promotes the development of unsocial attitudes that lead to ill-feeling and unfriendliness, and to wrong doing of every kind. The social nature of the child must be developed, and must be given opportunity for expression, and selfish tendencies must be replaced by social tendencies and by the spirit of fairness and right, if that regard of each for his fellow is to arise which is essential to right conduct and human welfare, to social prosperity and peace.

J. G. PHELPS STOKES,
Chairman.

THOMAS CARY,
MRS. CHARLES E. CROUSE,
REV. THOMAS J. CULLEN,
MRS. HENRY G. DANFORTH,
MRS. JOSEPH J. O'DONOHUE,
THOMAS F. HICKEY, D. D.,
ROBERT HUNTER,
REDMOND KEATING,
MRS. MAX LANDSBERG,
JOHN MARTIN,
H. SHUMWAY LEE,
MELVIN P. PORTER,
JOHN J. PULLEYN,
REV. E. V. V. RAYMOND,
SARAH L. TRUSCOTT,
Committee.

THE MAKING OF AMERICANS.

By DAVID BLAUSTEIN, A. M., Superintendent of the Educational Alliance, New York city.

The very phrase describing the subject on which I am to speak to you touches the keynote of the American problem of the immigrant. It implies permanency, it signifies that the countless thousands who are to be made Americans, come not as travelers, not as wayfarers, not to taste American civilization and go away; but to find a home, a liberty, a national life broader and deeper than they have ever known, and to become a living part of that civilization, a vital and contributing factor to that national life.

Those who find pleasure in the thought that all beautiful dreams come true and that all dreams of beauty persist, cannot but feel supported in their fancy by the fact that for three thousand years Eastern Europe has been looking westward to some land which the ancient Greeks called the "Hesperides" and the oriental European of to-day calls "America," in which all his fondest dreams of an ideal commonwealth come true. To him who would consider the problem of the making of Americans, there is no saner point of departure than that of asking the immigrant "What does America mean to you?" The traveler who visits Eastern or Southern Europe, whether it be Italy or Roumania, Galicia or Western Russia, will realize and perhaps can then only realize the meaning which that eastern world has given to the word "America." In the land of persecution, he hears of America as the land that is free; in the land of despotism and militarism and police surveillance, he hears of America as the land where the spirit, as well as the body is free. He visits a land where the heavy scourge of famine has fallen, he hears of America as the land of plenty and prosperity. Whatever evils, economic, moral, political or even religious, he finds in Eastern Europe, there also he finds the deepseated faith akin to that of the ancient Greeks, that in the "land beyond the ocean" none of these prevail. What the old, who, with the eyes

of faith, see beyond the grave in the Hereafter, the young, with eyes still fixed on life, see in America.

I have dwelt on this phase of the immigrant because I believe that he who would make Americans must not go down to the barge office with good intentions alone, but must accost the stranger with an understanding of what he expects America to be, that he may interpret to him the real spirit of the land to which he comes, and not leave him blindly to grope for the real meaning, so that the mere outward forms, the mere strangeness, difference of customs and so forth may not shatter the man's illusions, or drive him back into himself to live east of the Bowery, a life not of an American, but of an Oriental. Nor let anyone fancy this impractical idealism, if thousands and thousands who, having come to this shore unwelcomed and unbefriended, have written over the entrance door a proverb unfortunately persisting, not Dante's words, "Abandon all hope, ye who enter here," but of a curse on Columbus for first opening the door of the Western World.

What then is the actual experience of the immigrant, or rather of the American that is to be? For by my very title I have accepted the cure as an American. Let us take an individual case of an immigrant. He comes say from Russia or Roumania, discontent, unsatisfied ideals, actual persecution, a thousand other circumstances have led him to make that final decision, which separates him—forever perhaps—from his old life. The decision is made; he says farewell to his friends, to his parents whom he may never expect to see again, strong in hope but weak in heart, torn with conflicting emotions, he sets his back forever on all that has meant life for him. Crowded railroad trains, strange faces, strange experiences, actual privation in many cases, breaks perhaps in part the burden of grief; but the one consoling thought lies in the future. Through the weary nights and the crowded steerage, the discomforts of the ocean passage, he almost hibernates to awake one morning when going on the deck, to see at last not New York or Boston, but the "promised land."

The first thought of this pilgrim as he beholds the buildings and the wharves of the American shore there, is a passionate eagerness to set his foot actually on American soil. The steamer slows down, glides up to its dock, the gangplanks are run out and he beholds passengers rushing down the gangway to be met by eager friends. Here some mysterious discipline suddenly lays hand on him and in the rush of his first bitter disappointments he learns that he is not yet an American, like the fortunate ones above him, but must wait. And so sitting on his few possessions, mournfully bewildered, he waits. Presently, loud voices, brass buttons and blue uniforms break in upon his consciousness and he and his neighbors in one mad rush, are driven on a little puffing tender, crowding on the decks like live stock on a cattle car. He is lost now. Everything that happens hereafter is only an addition to the mental confusion in which he finds himself. The steamer carries him to Ellis island. Once more the blue-coated drivers herd the cattle, and with the crowd, jarred, pounded, banged, he finds himself in a long, bare hall, where iron gates and iron bars rouse his suspicion and excite his fear. America to him was first of all freedom and first of all in America he finds himself set round with iron bars. Then comes the physical examination. Perhaps he left the Old World to avoid service in the army. "Am I now to be forced into military life?" is the thought that comes irresistibly to his mind. The examination is past. A long line forms while brusque, rough-voiced officials whom he speedily recognizes as the blood relations of his old home officials, set the line in motion toward a desk. There sits a scowling horrid man—another official, of course. By this time America has become nothing but a world of officials. With the air of an "uriadnick," the Old World police sergeant questions his pedigree, as if he had applied for a passport. Terrified, embarrassed, in halting phrase, blindly returning to that Eastern proverb, "It is better never to tell the truth," he makes his answers, trips in his cross questions, and at last, driven on through a narrow passage, enters another room and sees beyond more iron bars, hundreds waiting for their friends, recognizes perhaps among them those who are waiting to

On motion, duly seconded, the report was unanimously adopted.

The report of the Committee on Resolutions was then presented by Mr. Devine, and each of the resolutions and recommendations contained in the report was, on motion duly seconded, adopted.

REPORT OF COMMITTEE ON RESOLUTIONS.

The Committee on Resolutions respectfully recommend the adoption of the following:

Resolved, That the Fourth New York State Conference of Charities and Correction, assembled at Buffalo, greatly regrets the unavoidable absence of the President of the Conference, Mr. Thomas M. Mulry, and desires to place upon its records an expression of sympathy with Mr. Mulry in the sickness which has prevented him from attending the sessions of the Conference, to the success of which his efforts have so largely contributed. It is gratifying to the Conference to know that Mr. Mulry is regaining his health and strength, and the members of the Conference unite in expressing the hope that he will long be spared to continue his works of charity and to be present at future sessions of the Conference.

Resolved, That the Secretary of the Conference be requested to communicate a copy of this resolution to Mr. Mulry.

Resolved, That the Conference greatly regrets the absence of Hon. William Pryor Letchworth, of Portage, and the fact that his absence is caused by illness. Dr. Letchworth was the first President of the Conference, and his long and distinguished services for the poor have won the respect of and greatly endeared him to the members of this Conference, who desire to place upon its records this testimonial of their esteem.

Resolved, That the Secretary of the Conference be requested to communicate a copy of this resolution to Dr. Letchworth.

WHEREAS, There are now on the waiting list of the Rome State Custodial Asylum 317 suitable and approved applications for ad-

mission, besides 100 pending cases to be transferred from the Syracuse institution for Feeble-Minded Children;

AND WHEREAS, In many instances these feeble-minded children are a serious burden upon their families and upon the community, and are in many instances actually costing the county upon which they are charges from $4 to $6 per week, while the expense of their maintenance at Rome would be not more than $3 per week;

AND WHEREAS, Many of these individual cases are constantly becoming less amenable to training methods and thus more burdensome;

AND WHEREAS, Under existing conditions, county officials are often unable to comply with the State law, which specifically prohibits the care of this class in almshouses;

AND WHEREAS, No effective steps have been taken to increase materially the capacity of the institution at Rome within the past three years;

Therefore, Be it Resolved, That this Conference urge upon every member of the Legislature and upon the Governor the pressing necessity for the provision of accommodations for at least 200 additional inmates, which would be only one-half the urgent cases now seeking admission;

And Resolved, That the Secretary of the Conference be instructed to send a copy of these resolutions to the Governor and to members of the Legislature as well as to county supervisors and to county superintendents of the poor.

Resolved, That the Conference indorse the application of the State Board of Charities for an appropriation to meet the expenses of an agent or agents to visit and inspect the homes in which children are placed by public officials and by the various placing-out agencies.

Resolved, That a committee of seven members be appointed by the Conference to consider the State laws bearing upon the reformation of criminals, especially misdemeanants over 16 years of age, and that they be authorized to present their conclusions

ent, clashed, causing suffering to the immigrant. Does the philosophy of submission fall less widely of the mark in the present age? The philosophy of to-day in America is not credited at home or abroad to be one of submission. Does the philosophy of sadness find any corresponding philosophy in the teeming, bustling, exuberant, buoyancy of the American life of to-day? It may seem a far cry, but it should be remembered that what we are considering now is the self-made American. We are considering the problem of the immigrant making himself an American through his own efforts, before we pass to the consideration of how to make the American. Only a word more on this. The fact that every person who knows the foreign quarters of any great city in this country, and particularly of New York, will perhaps reluctantly but frankly admit, is that here live and die thousands of unmade Americans, immigrants who fail to master either the economic or the philosophic spirit of the country to which they have come and lapse into living a life of Europe; live and die hating and mocking and scorning the land that was once for them the "land of hope." How then are we to face our problem—"The Making of Americans"?

Having thus sketched in rough that succession of circumstances which results in the failure of the immigrant to become an American, it remains to propose that remedy that shall bridge the gulf of centuries, races and nationalities, the simple bridge of education in its oldest sense, the "leading out" of the immigrant into America. The plan of which I speak is the plan we have devised and which I in connection with my duties at the Educational Alliance have personally applied in dealing with the Jews who come from Eastern Europe. Those who work among other nationalities can, I believe, devise a similar scheme, adapted to their own problem. The first barrier which meets the Jewish immigrant is the barrier of language. In his own country, his people, living in many lands, spoke one language of their own—Yiddish. We must teach them—

1. The language of America; and this teaching the children receive in the public schools, the older people should obtain in evening classes.

2. Many come from lands where they were either deprived from citizenship, or were residents of absolute monarchies, where representative government was unknown. To them must be taught the meaning of the government, which, when they understand, they will realize that they are a constituent part of; and so we teach them civics, teach them the spirit as well as the law and the history of the American republic.

3. The Jew of Russia is forced to live in the city; he may not till the field; his life is set within the pale of the city. To meet this, we have the Jewish Agricultural and the Jewish Industrial Removal Aid Societies, organized to turn the Jew back once more to his ancient pursuit of agriculture, to send him to the smaller towns over the country and to break up the traditional enforced Ghetto.

4. National holidays express national tradition, as well as recall national history. It is part of our work in the making of Americans to make the immigrant understand and feel what a victory was won for *his* country at Concord and Lexington, what a deliverance was secured for *his* children in the Declaration of Independence, that he may feel *his* share in the glory of America, of which he is a part.

5. In Europe, as we have said, the necessity of military service created a philosophy of physical unfitness as a means of escape. In America, where it is the "survival of the fittest," physical culture plays an important part, and when we are striving to make an American, we strive to make a physically strong American, and our physical culture, is, therefore by no means one of the minor branches of our work.

6. Similarly, in meeting the philosophy of physical weakness, we strive also to meet the philosophy of sadness. Social life in a tenement in a crowded city falls far short of the social life of the immigrant at home. To give him that social life, we have our halls, our club rooms, our literary classes, our reading rooms, our roof concerts, on summer nights, our entertainments, our receptions, our dances. Community and village life are thus made possible for the tenement dweller.

7. In Europe religion is the fundamental fact of the Jew's existence. Vaguely he hears that in America the state is separated from the church. The younger generation, his children, separated by a gulf from their parents, grasp the phrase and not the fact of the place of religion in American life. We meet this in our system by those classes in which we teach progress to the older and the value, the sincerity and the power of the religious tradition to the younger.

8. In Europe the "ukase" is the wing which shelters the petty official. The immigrant at home believes the lowest official issues the order. Government to him means the official with whom he comes in contact, by necessity a minor one. He learns the value of bribery, the absolute necessity of corruption. In America he puts his old world philosophy to work. The official who enforces the law is to him the man who invents it. The court that applies the statute, the judge who interprets it, is to him the despot who willed it. We teach him whence comes the authority of the court. We advise him in his legal difficulties. We do not litigate for him, but we help him to the proper steps.

9. There is no greater change from Eastern Europe to America than the change in the life of the woman. It might be fairly termed an improper fraction, if one tried to contrast the fractional part woman played in the foreign life and in the American. But American schools and American traditions certainly bring the woman from the nonentity to a powerful factor; take her from the home in the reaction against the old semi-bondage, tend to create a neglect of those domestic sciences on which the American we are going to make must finally depend. To meet this our system embraces classes in domestic art and science in practical problems of home life.

In all that our tentative system has so far dealt, we have considered private activity, not public. There remains one phase wherein the state and not the individual, in my opinion, should take a hand in this making of Americans; for education, according to every American tradition, is a public, not a private affair. Public schools meet the necessities of the younger generation, but

that is "born," not "made," Americans. Evening schools, as they are now conducted, seem to me to fall short of the necessity. They should, in part at least, be specially adapted to the needs of the race that attends them, should teach not merely the "three R's," but should develop the latent talents of the nationalities with which they deal, should have something of the complete science that is now employed on kindergarten children shown to those larger children who are yet young in the meaning and lesson they are learning of "America."

I am presenting no system of perfection, no system of accurately determined methods, but only a few practical ways that in my own experience seem to help in the one problem, for the solution of which we are all working. We are not making Americans for their own sake. We are making Americans for the best good of America, that they, when they are perfectly amalgamated with that America, may themselves become not merely a receptive, but a contributary force, and in its last analysis, the "Making of Americans" must inevitably mean "The Making of America."

The discussion of Mr. Blaustein's paper on "The Making of Americans," was opened as follows by Mr. Mornay Williams, President of the Board of Directors of the New York City Juvenile Asylum:

I have been listening, as you have, with a great deal of sympathy, to this most sympathetic paper, in which Dr. Blaustein has presented to us some of the difficulties—shall I say the agonies—that have to be undergone by the men and women who come in their ignorance of our traditions, of our habits, of our modes of life, to cast in their lot with us, to become in process of time the fathers and mothers of unborn generations of Americans. No words of mine can add to the strength and the dignity of treatment with which that most painful subject has been presented to us. It is true, as Dr. Blaustein has reminded us, that there are two great ideals which have brought from across the seas these enormous masses of human drift to our shores. It is the search, the age-long search, for independence

and wealth that has attracted most of them. They come here, believing, as he has pointed out, that here they will find the freedom that they perhaps have not enjoyed in the old land of their birth, and that here they will find undreamt-of-wealth—and when they come here, in place of the freedom they find new bonds, in place of the wealth they find new and untried forms of poverty— and yet, the quest has not been in vain. Independence and wealth, as ideals, do come to most of us perhaps; but they are not the highest ideals either for the individual or for the nation, and it seems to me that in that America of which Dr. Blaustein has spoken we ought to set a higher ideal for the nation and for the individual than perhaps we have done. But before we discuss that higher ideal let us pause for a moment to consider whether, after all, this gloomy picture that has been drawn for us is not a very necessary phase of nation making. While I have been listening to this story, and when I had the opportunity first of reading the paper, there came to my mind the analogy of the earlier story of that race to which Dr. Blaustein has alluded specially. There was a promised land, but the generation who left Egypt could not enter it, did not enter it. It is always fundamentally necessary that those who go out from one civilization to form a new civilization must themselves for the most part perish in the wilderness. It is part of the purchase price of the great inheritance, that is to be their children's, that the fathers should sorrow in making the new home. It is, of course, the duty of the land to which they come to make in every way that it can the entrance into its open portals easy; but after all, for the most part, I take it that the first generation must know the burden of loneliness in a great city, and yet that will not be in vain if there shall come to them, and through them to their offspring, the hope of some better ideal than that which first drew them to our shores. I think that we may take other races than those immediately under discussion in this paper as illustrations. Fifty or sixty years ago the tide of immigration brought to our shores not immigrants from Russia, but very largely from Ireland. To-day we hear very little about the Irish-

American, because the Irish-American has found his place, and it is quite an important place, in the America of to-day. He has found in the new institutions, in the new forms of government, to which he was not at all accustomed in Ireland, an opportunity for the display of governmental functions and governmental opportunities that he was entirely ignorant of there. After a decade or two the Irish-American gave place to the German-American of to-day. You have, in the hyphenated German-Americans of our land, Americans in the process of making; not yet as thoroughly worked into the fibre of our institutions as are those of the Irish race, but becoming rapidly so. In these last masses of immigrant population that Dr. Blaustein pictured you have a third class, not yet at all amalgamated, but for whom the civilization of America is doing in part what has been already thoroughly done for the Irish-American, what is being done for the German-American, what will be done in turn for them.

Now, the chief thing that America has to teach, if it lives up to the dignity of its own ideal, is not the two ideals set forth to the immigrant himself, is not the attainment of personal independence, is not even the attainment of personal competence, much less wealth, though too often to us here in America it seems as if those were the two things that we continually sought after, but rather, sir, I think that, as was stated by you in the report which you presented to us this evening, the highest ideal, the ideal for which America must stand if it is to become distinguished in the sisterhood of nations, must be that of service, service for others, the service of upliftment in just the spirit of this paper, in the sympathetic spirit that sees the difficulty, that appreciates the burden, that takes account of every tear and every sigh, which goes into the making of the American; and yet apprehends that all of this must come because through this travail, through this sorrow, there must be born a nation, which is free from the trammels of the old land of its ancestry, which has been willing to suffer that it might become the ministrant not only to its own sons and daughters, but to the sons and daughters of alien races yet to be, of a higher and a better and a truer social state.

Thus when we who make up the voting population of this great and most happy land shall see that our office is that of educating, in the true sense, both those who are born here and those who come in maturer life to our shores, teaching them that the thing they have to look for is not self-interest in any sense at all, but service; teaching them that government is for the sake of the governed; that even self-government, the government of the individual in his own soul is not primarily for his own benefit, but that he with his fellows may build up a higher and a better state, we shall begin to understand, shall we not, what the story of these human coral insects means? Far down beneath the waves of immigration which throw up year after year on our shores these masses of aliens, far down under those waves that seem to us sometimes so dark and so terrible, the lives of the individuals are going into the fabric of a new state, and that new state is to be one in which men shall believe that it is possible to eradicate crime as it is possible, as you have reminded us, largely to eradicate disease, and that state shall become—nay, these lives shall themselves become—a part of the new structure, and we shall look back to the days of the Ghetto in New York, and to the days of the various colonies that have been formed in our great cities as periods when the pioneer work was being done—just as necessary, just as valuable, and, I fear me, sometimes just as tragic as the days when the pioneer settlers on the frontier hewed out their log cabins and faced the red Indian and the wild beast of the forest because, in the great city, aye, in our own New York, and in your city here of Buffalo, there is being builded, believe me, a new and a better city, a city that shall be yet more glorious. With every defeat of evil, with every triumph, though it be through tears and sorrow, of good, there is being builded something better for the next day, and the building is done by the bewildered and the lost man who is perhaps not yet a fully made American, but who is the herald of the America that is to be.

THE CHAIRMAN: It is a great privilege to have with us this evening a former Vice-President of this society, Bishop Hen-

drick. Bishop Hendrick is about to leave us to take up the duties of his new See at Cebu, in the Philippines, and I am sure we should all like to hear from him at this time.

Rt. Rev. T. A. HENDRICK: Mr. President, and Ladies and Gentlemen of the New York State Conference of Charities.—It is a matter of very great satisfaction to me that on the eve of my departure for the distant scene of my future efforts I have the pleasure and satisfaction of being among you again. I have listened with great interest to the paper that was read and to the comments of Mr. Williams upon it. It comes with peculiar interest to me, because a large part of my task in the future will be to persuade the people of the Philippines in the diocese of Cebu that they are free people. In a talk with President Roosevelt recently he said that he hoped that the Americans who would go there would let the people of the Philippines know and understand that the flag which floats over our nation means protection for all, even the least. It is to me a matter of satisfaction that I have belonged to a Conference composed of citizens who go even beyond that, and which stands for the weak, the helpless, the defenseless, those who most need a helping hand, those who most need friends. It is hard for a people that has long been oppressed and felt heavy burdens, to lose the mark of oppression at once, and it is hardly to be expected that the people of the Philippines will at once understand all that our flag means and should mean to them. It is not expected that any American who goes in the position of a bishop to the Philippines will stand for anything but fair play to all, and especially for fair play to the weak and to the helpless. The work of the United States in the Philippines is the making of Americans. It is true that they have in the Filipino people the material. They are much misunderstood in the United States—they are not altogether uneducated. I know that the people of the diocese of Cebu will not suffer at all in comparison with the people of many of the States of the Union. They are better educated and perhaps equal in every civic virtue to the people of many of the States. That is not generally understood; and so, I say, there is good material there

to build with if the representatives of the American people in those far-distant places do their part. It is not an inviting field of work, I will confess that, to one accustomed to live in this State amongst those who sympathize with and appreciate one's aims and ideals; but at the same time it is attractive in another sense, that, as we stand here for many of the weak and helpless who can not and will not be able to appreciate our work, so there we will work amongst a people who will be able after a while to learn what the American people feel. They have lived under a feudal system. We live under a different system, and the hope will be that they may learn what we have here.

It is an overpowering feeling that comes upon me when I think of leaving this State and of living in those strange conditions. I do not know what may be done, what can be done really, but the one thing that we can do is to go there and work as we would work here, take up one thing after another, and do the best we can. I may say that amongst the assets with which I go not the least is the experience and education which I have received in this body of the State Conference of Charities. The things that have been done here, the ideals for which this Conference stands, the manliness and fortitude, the perseverence with which the members of this Conference have stood up and battled for the rights of the most weak and the most helpless—all these are educational and inspiring to the best effort of Americans in that far-distant scene I hope they may take root there and grow there in the same strength, and with the same acceptance that they have here. I am sure that they will, and I wish to thank you for the many kindnesses which I have received from all the members of your Conference; and it is with the utmost affection that I bid you farewell. I will not say exactly farewell either, because as I will continue to be a citizen of this State, so I will hope to be a member of this New York State Conference of Charities.

THE CHAIRMAN: As we are rather behind the schedule time on our program, I think it will perhaps be best to go on with the

papers and postpone all further discussion until after all the papers have been read.

THE PLAYGROUND MOVEMENT.

By MELVIN P. PORTER, Chairman of the Municipal Playground Committee of the Buffalo Charity Organization Society.

AIM OF HUMANITARIAN WORK.

The aim of preventive social work, in fact of all work for humanity, has two aspects—1st, to make the world a better place in which to live; 2d, to improve the people living in it. A gain along either line reacts favorably on the other. Tenement house laws, public parks, public health, and isolation of the unfit in poorhouses, asylums and prisons, have as their immediate aim, the improvement of environment. But direct improvement of the individual is largely a matter of education, and confined chiefly to the youth.

I. Theoretical Necessity of Playgrounds.

THE PLAYGROUND'S PLACE IN EDUCATION.

Psychology shows that a rational system of education must follow along three lines—1st, mental; 2d, physical; 3d, moral-religious. A person may be well educated in any one of these lines and yet be very deficient in the others. No one not strong in all three can be the best type of citizen. In this country it is not generally considered the function of the State to furnish direct religious instruction. Some moral precepts are taught in the public schools. But few of our public schools have any provision worthy of the name for physical education. Such training requires an ample supply of fresh air. It needs an open space, a playground. The playground not merely supplies the lack of physical education, but is also responsible for the child's morals for probably more hours a day than is the school, and that, too, during the time when he is most liable to learn vice—his idle hours. This is especially true because moral education is less an instruction in precepts than a training of the will through right actions to make them habitual. The play-

ground, itself a miniature state, is an admirable field for the development of character.

PLAY.

But besides providing for physical and moral education, the playground is a place for play; in fact, the physical training itself can largely be secured in this pleasurable way. Play is ordinarily either the discharge of surplus energy or recreation for exhausted powers. Because the physical side of our nature developed first in our race history, the discharge of surplus energy naturally finds its outlet mainly along physical lines. If this force is not permitted to escape on the playground, it will be the source of disturbance in the school, the home and the street. Since the really exhaustive work a child has is largely mental, he finds his recreation in the physical. With good schools and playgrounds, the city will have provided a rational system for the education of its youth.

WHY PUBLIC PROVISION OF PLAYGROUNDS.

Why should the city provide schools and playgrounds? Because education, mental, moral and physical produces a higher type of citizenship. Because such education pays the city in dollars and cents through the greater productive power of educated citizens and through the fewer wrecks society must care for in asylums, hospitals, prisons, criminal courts, poor and police departments. The public school had a long hard struggle to establish its right to be. The importance of public playgrounds has been harder for us to realize because most of us spent our childhood in contact with nature where there was plenty of open land for our school games and where we had sufficient variety of labor to furnish a fairly adequate muscular training. Our schoolmates spoke the same language and inherited the idea of self government developed through twenty centuries of Teutonic history. But now rapid immigration from southern and eastern Europe has flooded large parts of our land with a people, not knowing our language, ignorant of our customs, not sharing our ideals, often dangerous to civil liberty, whose children are turned

out of school at an early age with inferior mental equipment and with ill-trained, often with stunted, bodies to begin the hard struggle for bread. In large districts of our cities, density of population has left none of nature's playgrounds of woods and hills and streams. There the child's only playground is the street with its danger to life and limb. There the boy first comes in contact with civil government in the strong arm of the policeman and becomes its enemy. The frequent interruption caused by passing vehicles, is ruinous to continuity of attention in play and makes organized games impossible. Streets as playgrounds invite such games as crap shooting.

II. Description of a Playground.

SIZE.

A playground requires a piece of land of fairly even surface. It ought to have some shade trees. It may be almost any size from one-half acre to many acres, the larger the better. The law in London for school playgrounds requires 30 square feet for each child for whom provision is made in the school. London's practice usually allows much more. The six playgrounds in Buffalo have each about one and one-half acres, and according to the London standard each could provide for about 2,200 children.

A playground of this size cannot permit baseball, the most attractive game for American boys. But it is large enough for indoor baseball, which is fast becoming a substitute, and permits preliminary practice for foot-ball. Each city should have a few places large enough for baseball; but land is too costly to permit baseball on ordinary playgrounds without serious interference with games that employ far more children.

The playground should be divided into two parts, one for boys, and the other for girls and very small boys. It is much easier to control if fenced.

EQUIPMENT.

A playground should be supplied with sand box, indoor baseball, football, handball, medicine ball, maypoles, dumb bells,

quoits, parallel and horizontal bars, jumping standards, running track, swings, benches, and some provision for quiet games, as checkers. It should have a shelter house with separate water and toilet conveniences for boys and girls, with shower bath and dressing room, with place for storage at night of movable apparatus and with office for caring for minor accident cases. Such a building would be of vastly more service if large enough to provide an indoor gymnasium for wet days and for winter use. Beauty should be considered as well as utility.

PLAYGROUND SHOULD ADJOIN SCHOOL.

Whenever possible the playground should adjoin a school. In such a case shelter and gymnasium space can be secured at much less cost than in a separate building. Playground attendance will be larger, especially during the school year. The playground prevents the erection of buildings encroaching on the light of the school. This proximity enables the teachers to send out classes *during school hours* for short periods of recreation. It unifies the educational system and aids in bringing the public to the idea that playgrounds should be as widely distributed in our cities as schools.

VACANT LAND NOT PLAYGROUND.

Vacant land is no more a playground than an unfurnished school building is a school. Ordinarily the children prefer to play on the streets. Whatever use is made of vacant land is monopolized by the large boys, who live on their mother's washing. A small Boston boy when asked why he did not play on such a place, replied, "Oh, dere's a tough crowd down dere who would knock de stuffin' out of yer."

PLAYGROUND DIRECTORS.

The playground should be provided with directors of high mental and moral as well as physical attainments. In fact, a playground without competent directors is likely to be a public nuisance, and of as little value as a school without teachers. A parcel of vacant land without a single piece of apparatus but

with good directors, could be of great service as a playground. The best of apparatus without directors is practically worthless.

ORGANIZED GAMES.

The best work of the playground is the organized games that will largely be played only when a competent director leads in them, and in the all-round physical training derived from athletic drills under his instruction. Organized games are most valuable by reason of more fully engaging the child's physical activities, training him to mental alertness and especially because of the moral education involved in the complex relationships and in the subordination of self to the good of the whole in obedience to the self-imposed rules of the game. This playing together for a common end, cements friendships and promotes a brotherly spirit among the various races composing our population. Organized play, as found in this play republic, is the child's first lesson in civil government.

COST.

The work of an efficient director is hard and his hours must not be too long lest he lack the vim so essential to leadership. Two good directors with an attendant can take moderately good care of about 1,000 children a day on one of Buffalo's playgrounds. A kindergartner or a third director would add to the efficiency of the playground. Not counting the cost of the land, the playground already described can be equipped and kept open ten hours a day from May 1 to December 1, with two directors and an attendant for about $2,500. The second year it would cost about $1,800 to maintain the ground with equal efficiency.

III. Value of Playgrounds Proved in Experience.

The playgrounds are still too young for their full value to be evident. But already they have proved to be in practice all that they appear to be in theory.

IN GERMANY.

About fourteen years ago some German cities began equipping playgrounds in city parks. Within seven years the movement

had extended to practically all cities in Germany and in central Europe. During the five years from 1890 to 1895, 568 men and 227 women received instruction in teacher's courses for playground directors, which courses were given in twenty-one German cities. The movement spread to Austria, Sweden, Denmark, Holland, Switzerland, Great Britain, France and America.

IN BOSTON.

Though a few small playgrounds had been constructed earlier, for all practical purposes the playground movement in America began eleven years ago, when Boston equipped the splendid playground and outdoor gymnasium at Charlesbank. Up to 1899, Boston had spent $3,000,000 in buying playground sites. Boston now has twenty-four such sites, but the majority of them is not yet furnished with apparatus or directors. Boston also has some twenty vacation school playgrounds.

After Boston had spent three millions for playgrounds her Mayor, Quincy, in his annual message for 1899, said, "We are only beginning in this country to recognize the vital importance of wholesome recreation as a factor in social development, and the propriety of furnishing to all, at the public expense, some facilities in this direction." He said further that the city more than saved the cost of the playgrounds in the reduction of expense for hospitals, houses of correction and police force.

IN NEW YORK.

In 1897, Jacob Riis said, "New York had not as yet a single municipal playground." New York now "has ten good-sized playgrounds in small parks in tenement districts; six of them well equipped with out-of-door gymnasiums." New York also has over 100 vacation school playgrounds and six recreation piers, one of which on the roof of a dock cost $100,000.

In a recent park report Commissioner Willcox said, "The principal feature of park work in the boroughs of Manhattan and Richmond during the year 1902, had been the development of playgrounds and kindergartens and the extension of the recrea-

tion areas in the larger parks. Playgrounds are being constructed in four new parks in crowded sections of the city."

IN CHICAGO.

In the summer of 1901, Chicago opened six municipal playgrounds. In less than a year the Chicago park boards were authorized to issue bonds up to $2,500,000 to buy land for small parks and playgrounds.

IN BUFFALO.

Buffalo opened her first municipal playground in 1901, and now has six whose combined average daily attendance exceeds 6,000. The appropriation for their maintenance this year was $11,850.

The improvement in playground districts has been marked. While the playground in the Polish section was being constructed, about eight fights a day were witnessed in the vicinity. When the grounds opened the children knew no games and each fought for a place on the swings. The police, who for personal safety travel in pairs at night in that territory, predicted the whole equipment would be cut down and carried off. Since the playground opened the police report less trouble with the boys. Dealers in the adjoining market say they are not disturbed as formerly by boys hanging around to steal. Though it had not been considered safe for a German or an Italian boy to be caught in Polish territory, German and Italian ball teams met the most courteous treatment on the Polish playground.

The playgrounds usually opposed at first by the immediate neighbors soon gained a strong hold on the neighborhood. A sense of community of interest has grown up. On returning a stolen bat a small boy replied to the director's questioning, "Well, you see, Mister, I thought I was stealing it from you. But when I thought it over I knowed it belonged to all the boys as well as me. Dat's why I brought it back." Crap shooting, never permitted on the playgrounds, has nearly disappeared from their vicinity. Large numbers of boys have been induced

by the directors to quit cigarette smoking as not conducive to athletic attainments.

A boy on the playground pointing to a portly policeman said, "Dere goes old Battles, de cop, He won't arrest us any more now as youse's got a playground for us kids. De playground is good for him as well as us." "How's that," asked the director. "Why can't ye see, old Battles used to be as thin as er match when he chased us kids; but now he's big as er barrel 'cause he aint got no work to do."

The playground movement has extended to most of our large cities.

IV. A Method of Securing Playgrounds.

If the desirability of public playgrounds has been shown, I hope you will pardon the personal reference in the following description of one method of securing playgrounds, especially, as the purpose of this paper is to aid some one to lead his community to establish playgrounds.

In March, 1900, Westminster House Social Settlement petitioned the Buffalo City Council for the privilege of equipping a school yard as a public playground for the summer vacation. The principal of the school and consequently the local aldermen made decided objection. I laid the plan before the School Principal's Association. When I sat down, the superintendent of education said, "We have gotten along 400 years without any playgrounds, and there is next year and the year after. Now if any principal wishes to speak, we will hear him." No principal cared to speak openly for the playground, but several came to me after the meeting with friendly interest. I was then but a few years out of college, and had come to Buffalo without an acquaintance. But I determined that the playground should not be killed by the men who ought to have been its best friends. The playground won. And I am glad to be able to say that three years later the opposing principal voluntarily opened his school yard for games after school hours, and the superintendent made a plea for playgrounds before a committee of aldermen.

Within eight days after the city council granted the use of the

school yard, it was made ready by volunteer labor, chiefly that of the boys of the neighborhood. After finding a horse unable to do the work, I called about fifty boys and girls from the sand box and they patiently raised two forty-foot telegraph poles into position in the forks of large trees. The attendance at the opening day exercises was about 3,000. The mayor presided and addresses were given by members of the city council and by other prominent citizens.

This plan of an annual playground meet, presided over by the mayor, was found so valuable that it has been continued and has made the playground, perhaps, the best advertised function of the city. It now includes a contest among the six playgrounds.

The chief reason for securing this school playground was to demonstrate to the city that the maintenance of playgrounds was a proper municipal function. The following winter when the preparation of the annual city budget was begun, the park department was asked to include in its estimates, $3,000 for a playground and out-door gymnasium on Terrace Park. A date was arranged for a hearing before the park commissioners. In the meantime the editors of the newspapers were visited and with one exception their support secured. Frequent editorials in the five largest papers coming when asked for at critical times each year, have been a potent factor in the movement. The papers have freely given space to playground copy sent them. Resolutions of indorsement were secured from the Charity Organization Society, the Chamber of Commerce, the Turnverein, and the Liberal Club. On the date for the hearing, the president or the secretary of each of these organizations, the health commissioner, and seven other prominent men went with me before the park board and secured the unanimous approval of our plan.

But the measure still had to run the gauntlet of the comptroller, the aldermen and the councilmen. The comptroller promptly cut the $3,000 in half and told me that under no circumstances would he restore it. The postmaster, the proprietor of a leading paper and a number of other influential men were appealed to, and the comptroller restored the item to $3,000.

I may state that contrary to the advice of many of the friends of playgrounds, it has been our principle to ask for only the lowest sum essential and then to insist on that figure.

A letter inclosing a report of last year's work was sent to each alderman and councilman. Many citizens spoke or wrote to leading aldermen. The president of the Chamber of Commerce and myself waited in the aldermanic chamber from 2.30 until 7 for the playground item to be reached. It was passed by a bare majority after about an hour's debate. A common objection was, "The playground's all right, and I would like to have one in my ward; but I won't vote any tax on my people to put one in the other fellow's ward." However, some of the best work for playgrounds has been done by aldermen and councilmen, much of it by those living in parts of the city that can not hope for playgrounds for years yet.

Many leading citizens were asked to write a letter and send a copy to each of the nine councilmen. A councilman told me that he had a stack of playground letters three inches high. But the council cut the appropriation down to $2,000. A rehearing was arranged for before the council. The president of the council said to me, "Young man, if you bring that matter up again we will cut it out entirely." The secretary of the Charity Organization Society, the president of the Chamber of Commerce, the president of the Civil Service Reform Association, the postmaster, the commissioner of public works and six others attended the hearing. Without a vote to spare the council allowed the amount asked for and the Terrace playground was assured.

The park superintendent asked for the name of a man for head director. A man from Charlesbank playground was suggested and appointed. The average daily attendance on the playground was about 1,500.

A similar course was followed the last two years and two or three new playgrounds were added each year. Throughout we have maintained friendly personal relations with opposing city legislators, and have found the city administrative departments

usually ready to make the playgrounds of largest service. The public works department, which controls most of the playgrounds in Buffalo, has shown marked interest in the work.

While the growth of the movement has been slow in Buffalo, the playgrounds actually secured have been efficient, largely because through civil service we have usually had good directors. The first year an examination was held the Civil Service Commission asked me to prepare questions and assist in marking the papers.

FUTURE OF THE MOVEMENT.

Among suggestions for the future, I think the law now applying to New York City only, that no new school building shall be erected without an open air playground attached, should be amended by fixing a minimum size of 30 square feet for each child for whom provision is made in the school. Then this amended law should be made to apply to all cities. Legislation should also be had for existing schools. Such legislation probably can not be secured until more cities have voluntarily made such provision for themselves. Wherever there are children to fill a school, a playground with good directors will be well attended.

Playgrounds should be open all the year. With ice or a good surfacing on the playground, much out-door work can be carried on in winter and may be supplemented with games and drills in the school building.

The school buildings should be open evenings for reading rooms, play, athletics, neighborhood clubs and meetings. Thus the school building shall become the center of a rational system of education, that shall not for most of our people end at age fourteen, but shall continue throughout their lives to make for righteousness.

The discussion of Mr. Porter's paper was opened as follows, by MISS LILIAN BRANT, statistician of the tuberculosis committee of the New York Charity Organization Society:

It is clear that the playground is coming into its own. Mr. Porter has shown not only that the playground ought to be considered an integral part of a rational educational system but also that in the chief cities of the United States the theory is gaining acceptance. However painful the process has been to all concerned, and there are times when it seems true that "nothing is so painful as a new idea," the value of the playground has begun to penetrate even the aldermanic consciousness. Its value as a constructive force is accurately expressed by classing it with the school. When regarded as a factor in preventive social work it assumes a similar importance.

In the long list of agencies which we have evolved to prevent the evil results of overcrowding from developing to their full proportions there is none to rank with the playground in the comprehensiveness of its influence; for it strikes at all the evils at once.

It prevents disease and death; it prevents crime and mischief; it prevents that perversion of the normal attitude toward life which is one of the most dangerous, if, or because, most elusive, effects of tenement life; and it prevents the unlovely environment of the poor from doing its worst to spirit and character.

Little remains to be said in regard to the first two points; an advocate is no longer required for the argument that a playground is a valuable auxiliary to all the forces directed toward improving the moral and physical health of the tenement districts. The physical and moral effects of overcrowding, by reason of their salience, have been the first to receive consideration. But there is also a psychical effect, which is perhaps even more worthy of attention because it is subtle and insidious.

It is not good to live in a crowd. It is entertaining, to be sure, to the point of fascination, and it develops a certain type of precocious intelligence, but this is done at the expense of modifying the normal attitude toward life.

The precocious intelligence developed by life in a crowd is little else than the power of observation and the critical faculty raised to a high degree. The faculty which relates the events observed

and applies them to the conduct of life is, in comparison, an insignificant quantity. The tenement dweller is in the position of a spectator at a play: he sees things happening straight along with a bewildering rapidity. And this play, this passing of life across the stage, never pauses for an instant. The impossibility of adequately responding to the stimuli presented brings about an impartial indifference to all. The result is that the tenement-dweller, if let alone, becomes more and more a spectator of life, and less and less personally interested in it, until there arises an apathy strangely out of harmony with occidental ethics. There is an absence of the dissatisfaction that arouses to effort for improvement, "the sting that bids nor sit nor stand, but go."

This is seen in the lack of initiative that has been noticed in the children in regard to amusement. Many games are, of course, cut out by the very nature of the situation, the lack of room, but that is not enough to explain the listless, "unattached" air of the children who crowd the steps and sidewalks of the tenement streets. For the most part they saunter to and fro or sit idly regarding the panorama before them. It is said by playground attendants that the combination of a child and a sand-heap does not result in architectural or engineering achievements until a third element is added in the shape of the attendant's suggestion.

This apathy shows in the women an air of leisure that would not be looked for. It might be thought that the care of four or five children and the maintenance of a home in three rooms would furnish an average woman with occupation for most of her hours. But there are always women to be seen gazing out of the window or sitting on the steps or standing on the sidewalk, engaged in no more fruitful activity than an interchange of ideas. Even the holding of the baby is apt to be delegated to one of the older children. For the men external stimulus is supplied to some extent by politics and by their work, but the use they make of their leisure suggests that they too share in psychical results of life in a crowd.

This inertia, this "indifferentism," which germinates among

the tenements, is a menace to social welfare if allowed to mature. Curiously enough, an attitude of mind exactly the same in its effect is sometimes bred by education and culture. Wherever found, in the privileged ranger of the fields of thought and art, or in the sweat-shop slave, it prevents its victim from performing his proper part in the work of the world. It is, in sooth, a "cold, paralyzing touch," tending to destroy effective interest in life, and thereby reducing the amount of fruitful activity. It is responsible for many of the "faded, ignoble lives" which are frittered away in hypercritical survey of the efforts of others or in dull, unresisting submission to the fetters of "some unmeaning task-work." Unapplied criticism profits little, and unmeaning tasks are barren. The things that are worth while in the world, to him who does them, or to his fellows, are the product of neither.

To cope with this inherent and subtle evil of overcrowding the playground is a device as effective as safe. It holds none of the danger of "spiritual pauperization" that attends some of our best-meant efforts. Rather it tends to rouse dormant faculties and to develop the resources of the spirit to the level of self-support.

The small park has a fourth function no less important than the three already discussed. Mr. Porter has said that "beauty should be considered as well as utility." The playground should serve to relieve the prevailing hideousness which, though not a result of overcrowding as such, is an accompaniment almost never lacking.

Attention has recently been called to the invidious distinctions that have been made in according protection to the organs of the body. The rights of the nose and of the ear have in turn been recognized by law, but the rights of the eye are only beginning to receive consideration. Yet the impressions that come through it modify thought and eventually action. It may be a far cry to the admission by the general public of "a right to scenery." It is something that the right has already been formulated and the principle enunciated that mere beauty is an agency for good, and

that some part of the poverty and crime with which society is burdened may be traceable to the disregard of this principle.

The poor in our cities are dependent on the public for whatever of beauty enters into their lives. For us, "us others," to use the French phrase, there are a hundred gates of entrance into "yon sweet living lands of art." It matters less for us if our ordinary environment is unlovely. We have our memories and the hope of adding to them. At any rate we read; and a phrase brings back fair scenes or opens an avenue to new delights.

But the poor have little of all this, nor can they get it without help. It is for us to supply notes of beauty in their surroundings.

If the playground is to fulfill its functions of giving a legitimate development to the natural activities of children and arousing in them impelling interests it cannot be all grass and trees and flowers. They need not on this account be omitted altogether. A few touches of beauty so disposed as not to interfere with the games are a gracious influence which should not lightly be neglected.

One of the foremost philosophers of recreation has said that "the boy without a playground is father to the man without a job; and the boy with a bad playground is apt to be father to the man with a job that would better be left undone." Conversely it may not be too much to claim that when boys and girls are adequately provided with the right sort of playgrounds there will be a reduced proportion of dependents and delinquents among the men and women and a correspondingly higher level of social efficiency.

Dr. FRONCZAK, of Buffalo: My friend, Mr. Porter, has very ably discussed the subject of playgrounds. As I have been engaged with him in this mission for two or three years past, I perhaps may venture to say a word or two on this subject. Especially I wish to correct the impression which is probably left with many of you, ladies and gentlemen, who do not live in Buffalo, that the Poles are disorderly persons, and that a policeman must necessarily go to the playground in order

to keep them in line. Now, I desire most emphatically to deny this. We have investigated time and again the stories policemen have told that a crowd of rowdies have attacked them, and repeatedly we have found that they were fakes; that policemen were simply giving stories to their captains and the editors of the papers in order to enable themselves to get on the list for the medals of honor. After we had corrected some of these impressions, after we had shown time and again that these so-called fights never occurred, then we found a policeman could walk alone and nobody would attack them, and they are walking alone every day, and we see that they are not being killed every day, or for that matter any day, at least not in this so-called rowdy and bloody neighborhood.

Playgrounds have done a great deal for our people. They have taken the children from the street and the railroad tracks. There is no doubt that many petty offences are done away with and playgrounds have helped to do it. I hope that a time is near when in every large community, in every corner of a large city, there will be playgrounds, where the boys and girls of various nationalities will meet together, and all meeting together and learning and understanding the customs and traditions of the other nationalities will all help to make good Americans. The previous paper read by Mr. Blaustein has shown how Americans are being made. As an American who has been made American, I wish to say for about two and a half millions of people whose fathers have come from Poland and have become Americans that most of them did not become Americans because they were helped by the Americans, but have become Americans through necessity. They have been driven from their native country through economic and political reasons, through persecutions, and here, when they came to this country, they were simply forced by the nature of circumstances to become Americans. Most of you, ladies and gentlemen, who live in large cities or where Poles are few in number, imagine the Pole to be a man who digs in a trench solely. We have in this country Poles who occupy high professional positions; we have Poles who

occupy high legislative positions, we have Polish Assemblymen and Senators and Mayors; the City Attorney of Chicago is a Pole; and there are a great many others in high positions. I fully agree with Mr. Blaustein that we Americans ought to help those "aliens." Yes, we ought to; but this officialism, this dogging the alien, will not make an American out of him. I believe good public schools, good so-called settlements, good, honest officials, good, honest newspapers, well spread through America among these so-called aliens, will do more to make those aliens Americans than anything else I know of, and I am quite sure that all these so-called aliens, who come to our country, be it Germans, with their "Wacht am Rhein," Irish, with their "Erin-go-bragh," Russians, with their "Boze Cara chrani," or Poles, with their "Boze zbaw Polske," will all join in singing that grand American hymn, "The Star Spangled Banner."

The session then adjourned.

EIGHTH SESSION.

Friday Morning, November 20, 1903.

HOTEL IROQUOIS ASSEMBLY ROOM.

Dr. Robert W. Hill was announced as Chairman of the session, and called the meeting to order at 10:25 o'clock.

REPORT OF THE COMMITTEE ON INSTITUTIONAL CARE OF DESTITUTE ADULTS.

By DR. ROBERT W. HILL, Albany.

If all the dependents upon charity are divided into special groups it will be found that one of the largest of them all is composed of destitute adults. Whatever form relief may take for them, the final cost to the public is very great, and the proportion who need institutional care makes the problem of management one of prime importance. Home for the Aged, Asylum, Almshouse, Shelter, Lodging House, it matters little by what name the institution is called, or the direct source of

its revenues, in the end it stands as an expression of a high sense of public responsibility for the relief of the needy.

PUBLIC RESPONSIBILITY.

Our general charitable system as it exists to-day is the result of natural growth. The public has been educated toward higher ideals, and the many changes during the process have all been in the direction of better institutions for those who need institutional care.

Each year shows more clearly the large place charitable institutions must always occupy in our social system. As long as there is a social compact, provision of some sort will have to be made for the wards of society. Any failure to properly care for the helpless, the suffering, the aged, the unfortunate, the defective, must in time react disastrously upon society itself, and therefore it is accepted as true that the better the provision for public wards, the more safeguards thrown about the defectives, the more satisfactory the provision for the homeless and the aged, the greater probability that our present social organization will endure.

One of the cheering features of modern society is the ready assumption by the State of responsibility for the proper care of public dependents. The growth of the charitable spirit, so beautifully illustrated in the endowment of hospitals, asylums, schools and homes, and by the many other benefactions of private individuals, is also clearly shown in the large provision directly made by the public for the relief of suffering and for the permanent care of the destitute. This is well shown in the interesting statistics just published by the State Board of Charities as a part of its last annual report.

GENEROUS CARE.

One cannot study these figures of institutional work without being convinced that the people of this State are generously caring for the dependent classes, and especially the aged who fall by the wayside in the struggle for existence. If there were

no other indication than these statistics that ours is a liberal and progressive age, the history of the institutions for the care of destitute adults, which is embodied in the figures alluded to, would furnish sufficient proof. But we have more than these figures. Careful examination of the actual workings of the institutions of this character at the present time have been made, and the report of such examination shows that they are in better condition than ever before; that never during any previous period in the history of our State has there been such careful management, coupled with generous, humane, and at the same time, scientific provision for the poor who must be cared for in public institutions.

These institutions have steadily grown in number, for the number of public wards increases. In spite of this their growth has not altogether met the demand, and it may be regarded as fortunate for the poor that there are other forms of relief besides institutional. Were we compelled to care for all the adult poor in our almshouses, the institutions would be too severely taxed. Many are sent to homes for the aged; others are in the care of friends, yet those in public institutions constitute a vast army.

RESULTS OF STATE SUPERVISION.

We cannot here describe in detail the many changes which have been made in the methods of administration in our charitable institutions for the destitute, but it is well to call attention to the results which have followed the adoption of the present system of State supervision.

Institutions maintained by private charity are, to a certain extent, safeguarded by the direct personal interest and consequent critical inspection of those whose benevolence supplies the funds for maintenance. As long as the administration remains satisfactory that personal interest continues, but any failure to conduct the institution in a proper manner destroys the force of the appeal for funds. The purely private institution therefore must be managed in a fairly satisfactory manner if it expects to exist at all.

The public institution, dependent upon taxation, has no such fear of the withdrawal of support to influence its methods. The officials in charge know that public spirit will provide for public wards, and therefore these officials must be reached by an influence different from that which controls the managers of institutions dependent upon private benevolence. Competent inspection with consequent publicity has proven itself an efficient influence to stimulate administrative officers to good work. It has broken the force of political pressure, and has encouraged men and women connected with our public institutions to look upon the service as one well worthy of devotion and enthusiasm.

PUBLICITY.

The certainty of publicity is a strong incentive to maintain an institution in a satisfactory condition, for public officials depend upon the approval of voters for their retention of place. If that be forfeited, removal is certain to follow in time. Inspection is therefore in its first effect a beneficial influence upon officials. It inspires them to a more careful discharge of duty. It checks any tendency to neglect. It corrects evils and abuses where such exist. It is a constant force directed toward improvement, and no matter what the original character of an official, the certainty of frequent inspection is helpful.

INSPECTION REPORTS.

The plan adopted in this State provides for the publication of inspection reports from time to time. It is just here that inspection becomes useful. A report dealing with conditions requiring betterment is of little value in the pigeon hole. When presented to a county board of supervisors it influences action, for the printed record of proceedings published by that body will be closely scanned by the voters and taxpayers. It is only natural therefore for the managers of institutions to desire that all reports be of commendatory character, if possible. Officials will strive to deserve praise when assured their work will be properly appreciated. Hence we believe that good officials wel-

come inspection, while for others the fear of adverse criticism is wholesome. Fortunately the officers of these institutions are of excellent character and ability as a rule, and adverse criticism concerning their personal work is rare.

STRUCTURAL IMPROVEMENTS.

The second effect following regular inspection is the remarkable tendency to structural improvements which it inspires. Years ago, when the State Board of Charities began its work, the buildings used for the care of the destitute represented many types, for prior to the organization of the Board there had been in this State no special study of the essential requirements of buildings for this purpose. Local architects and builders followed their own ideas without reference to the experience of others, and as a general result the buildings were unsuited to the needs of the persons for whom they were erected. The careful study which the State Board made of plans of buildings designed for almshouses soon bore fruit in the construction of almshouses of a new type—groups of buildings arranged for the special purposes of furnishing suitable homes for the aged poor. In these the comfort of the inmates was provided for, as well as ease of administration, and as a result the modern almshouses in this State are commodious, comfortable, well-arranged, well-located, and also attractive in appearance.

An important fruit of inspection then is the State Board's suggestion for the improvement of buildings where they are found unsuitable. If comfortable and well arranged there is no need of rebuilding, but wherever the essentials of comfort and convenience are lacking, the influence of the Board is exerted strongly and persistently for new buildings, and with what measure of success may be judged by the fact that *every almshouse in the State* has had more or less important improvements within the last five years. Within the twelve months since the third State conference was held in 1902, the county of Schenectady has been added to the list of those which have built entirely new almshouses on plans approved by the State Board of Charities.

SANITATION.

The policy of inspection has led also to a general improvement in sanitation and hygiene. Drainage, sewage disposal, bathing and proper provision for the sick, have all received consideration in the institutions for the care of adult dependents, not only in those under public control, but in all others subject to visitation.

CARE OF THE SICK.

Of the care of the sick it may be said that the institution or public home which does not have a separate building or suitable rooms for the sick, rooms sufficiently removed from the others to afford a measure of isolation and safety, is not properly equipped. The sick need special and tender care. They require attention which ordinarily would not be given to a dependent. For their own sake, and for the safety of those who are well, they should have such opportunity for recovery as is best afforded in the building specially arranged for hospital purposes.

The medical service is generally of excellent character, as the leading physicians and surgeons in the vicinity of the institutions usually serve upon the staff. Some institutions have trained nurses, while others depend upon the matrons and others attendants. The general trend, however, is toward the employment of the trained nurse. When the hospital has been provided, the trained nurse is almost always placed in charge of the sick wards, even though the consequent better service involves additional expense. The public realizes that the recovery of the sick is true economy.

The multiplication of training schools for nurses has made it possible for institutions to obtain attendants of this class at reasonable salaries, and institutional work offers an inviting field to them.

GREATER NEW YORK.

There has been considerable improvement in the methods of public care for destitute adults in Greater New York as well as elsewhere in the State, and a serious attempt made at classi-

fication. Inmates of similar character are now grouped together as much as possible, and many things which have caused complaint in the past have been bettered.

The plan of cottage homes for worthy aged couples is to be given a trial on the Richmond County Farm, where the city has ample ground for such an experiment. Many worthy persons are unable to pay for admission to private homes for the aged, and therefore our public homes should be such as to satisfy all reasonable demands. Whether cottages for aged couples will prove satisfactory, or whether an arrangement of small rooms for couples, such as prevails at the Woman's Relief Corps Home at Oxford, N. Y., is better, time will determine. Meanwhile the efforts at classification are bearing fruit.

EMPLOYMENT.

The homes for the destitute can be made homes of industry if the problem of suitable forms of employment be solved. Employment has an economic interest, but in these homes its chief value is moral and disciplinary. The idle are usually discontented and troublesome, while the workers are cheerful and contented. The Barbizon Society has shown that much can be accomplished in this direction, and wonder is expressed that our homes for adults have not profited more by that society's experience.

CIVIL SERVICE.

The conviction has become general that the management of an institution demands experience and business ability, coupled with a deep-seated interest in the personal welfare of the poor and unfortunate. The policy of frequent changes is gradually giving place to the more satisfactory practice which retains officials as long as they give good service.

In some of the public institutions for adults the rules of the Civil Service are enforced, but not in all. A general application of the Civil Service laws to all institutions maintained by the public is desirable. Doubtless this will come in time, and mean-

while political pressure, which seeks to make the administration of the almshouses and similar institutions dependent upon party victory, should be withstood as far as possible. Ability, experience, honesty and special fitness rather than political opinions are the true tests for institutional work.

SPECIAL PAPERS.

In connection with institutional care, among the special problems to be considered, those which concern health protection and the employment of the inmates deserve serious attention. This Committee therefore has deemed it wise to have special papers and a general discussion upon these problems. Sanitation and Hygiene will be the subject of a paper to be read by Dr. F. Park Lewis, the President of the Board of Managers of the State School for the Blind at Batavia. The discussion will be opened by Dr. Eugene H. Howard, Superintendent of the State Hospital for the Insane, Rochester. The paper upon employments in these institutions will be presented by Hon. Clarence V. Lodge, Superintendent of the Poor for Monroe County, and its discussion will be opened by Dr. Herbert C. Hinds, of Schenectady, N. Y.

ROBERT W. HILL,
MRS. TUNIS G. BERGEN,
MRS. LAURA B. CLARK,
JOHN F. FITZGERALD,
DANIEL C. GRUNDER,
SIMON W. ROSENDALE,
JOHN J. KIRKPATRICK,
EDWIN F. MERWIN,
MISS KATE PUTNAM,
ROBERT ROBERTS,
HENRY N. SCHLICK,
GEORGE B. SMITH,
MISS MARGARET D. STEBBINS,
WILLIAM H. STORRS,
CHARLES E. TEALE,
Committee.

EMPLOYMENT FOR INMATES OF CHARITABLE INSTITUTIONS.

By CLARENCE V. LODGE, of Rochester, Superintendent of the Poor of Monroe county, Rochester.

Labor is a necessity—necessary for our bodily comfort, as well as for our existence. "In the sweat of thy face shalt thou eat bread," and the form is immaterial, whether it is following a plow or a golf ball, driving a locomotive or a motor car, pulling a rope on a merchant vessel or a racing yacht, the command of God is imperative and work is a necessity to the human system.

Employment in charitable institutions may be considered by us under two heads, employment for direct revenue, and employment without direct revenue.

Among the industries producing direct revenue, perhaps the most attractive and profitable is that of the dairy farm. Working out in the glorious sunshine and fresh air, with the ever-interesting panorama of field and cloud and animal life, or busily engaged around the roomy barns providing for the many wants of the herd of cattle, and manipulating the cream and butter in the creamery, is a picture of industry in most pleasant contrast to the dead monotony of the institutional life on a ward. To make a success of this industry it is necessary that an institution should have an ample farm, capable of producing something better than road material; but with a farm of sufficient size, and with the watchful, capable management of a man who has thoroughly learned the business, there is a profit in it as well as pleasure. The county farm of Allegany county is a practical example of this industry, where, under the splendid management of the Superintendent of the Poor, the sales from the dairy farm amount to nearly fifty per cent. of the cost of maintaining the almshouse.

Words of praise and encouragement should be given that most pathetic of all classes of dependents, the blind, who, in

addition to the manufacture of a large line of articles for home consumption at the State School for the Blind at Batavia, are doing a good work making brooms for sale, and it would seem that other institutions should see to it that all of their product is used.

One of the State institutions of special interest to us all, Craig Colony for Epileptics, has developed an immense amount of employment for the patients. A rather unusual industry for institutions, the making of brick, is very successfully carried on there, 280,000 having been made in 1902, and one-third of them were sold. A very practical printing office does all the institutional printing. When a Rochester printer who was an epileptic, applied to me in a very dejected sort of a way to be sent to the Colony, it was very interesting to see how his face lighted up when I told him there was a printing office there. I believe he was given charge of the printing, and with the treatment received he improved so that he is now back home working at his trade.

In a grain-producing county like Monroe, where land near the almshouse is worth from $300 to $400 per acre, it is impossible to get from the Board of Supervisors a farm of sufficient size to engage in the dairy business, so we receive beans from the farmers and hand pick them, the owner taking them away when done. In connection with this work we buy the poor beans and feed them to hogs, the sale of pork last year amounting to $1,704.17, with an expenditure of $110. The amount received for picking over the beans was $258.05. To be sure this was not much of a revenue producer, but with a badly crowded almshouse, it furnished *some* employment and that is the thing of prime importance. It has come to some of us in the line of duty to circulate among a large body of men confined in an institution with absolutely nothing to do, and we have felt the magnetic influence of a segregated force like that of restless eager wild animals in a cage, needing but a concerted effort to break out into dangerous action; and we have seen those same men after a day's work at any kind of employment, laughing,

jovial, tractable, playing games and singing songs, the atmosphere cleared of the alternating current of discontent, and officers and men easy and comfortable. So I say, that the matter of finding some industry for charitable institutions that will produce a substantial revenue, while a great satisfaction where practical, is of the most secondary importance compared with the necessity of getting the people busy at *something.* We have employed about 100 men picking over beans and earning on an average seven cents per day each. The money consideration was insignificant, but the benefit to the men and the institution was great.

To my mind it is just as much our duty to provide some kind of work for the inmates of our institutions on the ground of their physical good, as it is to furnish chairs for them to sit on after their day's work is done; but I must acknowledge that it is sometimes rather hard to make the aforesaid inmates see it in that light.

In speaking of employment in institutions which produces no direct revenue, let me express my appreciation of the men and women, who, without expectation of reward, or hope for anything higher or better so long as they may live, are day by day faithfully performing the tasks allotted them to do. Distributed through the charitable institutions of the State are thousands of men and women making all the articles of clothing needed by them, caning chairs, making mattresses, working in the laundries and kitchens, in the barns caring for the stock, and out on the farms and gardens, and while some are so naturally shiftless that it requires about as much effort to get them to do the work as it would to do it without them, I think you will bear me out in saying that a very large number of them are fully as faithful to duty, and as trustworthy to perform what is given them to do, as the average employe. And may we not consider it a privilege to so direct their labor as to make for their betterment and increased happiness? For instance, every institution has land enough for good large gardens, and plenty of men advanced in

years so that they cannot do heavy manual labor but can do considerable work in a garden. Under the direction of a competent foreman let them put out large enough patches of sweet corn, tomatoes, string beans, beets, onions, cabbage, and a good big strawberry bed, all large enough to supply the whole institution. Let them care for them themselves, and then in the name of humanity let them eat the products themselves, and not compel the poor fellows to load the fruit of their labor on a wagon to be taken to the nearest market to be sold. I don't believe the people of the State of New York care a rap for the insignificant little revenue derived from the sale of such products, if it deprives the inmates of the satisfaction and happiness of consuming them. Is it not quite possible that the semi-disabled class may be fully occupied during the spring, summer and autumn in largely increased gardening, thereby enriching the dietery of the institutions, and making the inmates more contented with their lot?

Sometimes employment in an institution becomes a labor of love. I have in mind the case of an idiotic dwarf woman 30 years old. When brought to the attention of the pastor of her parish, she did not talk, walk, feed herself or care for herself at all, and was in such a deplorable condition that he refused to leave the house until an ambulance was sent for her and she was taken to the almshouse. There she was taken in hand by the hospital nurse, and after being renovated she was put in the care of a kind-hearted woman, rather feeble physically, but of considerable force of character. The woman, who was also an inmate, labored with this remarkable specimen of humanity day after day and month after month, giving her entire time to her, teaching her as one would a child, and the little thing loved this woman, and when she left the house for a few days she cried and mourned for her until she returned. In less than a year this idiot has been taught to talk, walk, feed herself, and she sits in a little specially made chair dressed as the other women are. I have given the particulars in this case for it illlustrates a line of work that may be followed.

Unfortunately we are still obliged to keep idiots and the feeble-minded in our almshouses, through inability to get them admitted to the Rome Custodial Asylum, and it seems to work out fairly well to place each one under the care of an older inmate of kind disposition who is not able to do heavy work. And they will care for them and fight for them if necessary to prevent their being tormented or abused.

This is institutional employment of the most valuable kind, and it cannot be measured up in dollars and cents.

It seems wonderful to me the way inmates of an institution will care for each other in their misfortune, the way they will faithfully perform duties assigned to them, when properly directed and encouraged. And right here permit me to digress enough to say that about the only reward received by them is an occasional new garment, and to ask for them that the garments received shall not be of a uniform institutional color and pattern. It costs no more to allow the matron to select a number of attractive patterns of dress goods, so that a woman may walk into the store room and look them over and say, "I want a dress off from that piece," and allow a man to choose a gray coat or a black one as he prefers, and so feel that they have some individuality left if they are in a charitable institution.

A nice sense of discrimination on the part of the Superintendent and Matron in dividing up the work of an institution, and fitting each person into an appropriate job like the plan of a mosaic, managing the whole with firmness and tact, so that each one will feel a sense of personal responsibility and pride in accomplishing his assignment, with some ingenuity in discovering work that needs to be done, or, if not strictly necessary, work that can be done and that will look reasonable to the one who does it, will leave no competent workers in a charitable institution unemployed. In what I have said I realize that I have told you nothing that is new, and I feel that Goethe is right when he says: "There is nothing worth thinking but it has been thought before; we must only try to think it again."

The discussion of Mr. Lodge's paper on Employment for Inmates of Charitable Institutions was opened as follows by Rev. HERBERT C. HINDS, D. D., of Schenectady:

Mrs. Browning says that "everybody is kind if he only thinks of it." And the kindness which makes friends of us all is a virtue which the writer of this excellent paper has very properly emphasized as the key-note of splendid service among the aged and infirm. In the discussion of the paper I wish to direct attention to the better employment of the youth which will prevent them from becoming dependent.

It was my pleasure and good fortune a year ago to visit the Craig Colony for Epileptics, and I was particularly pleased with the manner in which the management of this institution is grappling with and, in a measure, solving the great problem of the proper and profitable employment of its inmates. Apparently everybody had something to do and he was doing it, and though at times it may have required about as much effort to get the inmates to do the work as it would to do it without them, the men in charge of the work succeeded admirably through the exercise of wonderful tact and good judgment in the assignment of duties to be performed. I met some college graduates, who were epileptics, acting as leaders and overseers, and, as a result, companies of otherwise useless men were, under their direction, made useful and profitable in performing the various forms of labor in the buildings, the garden, on the lawn and farm. Surely this kind of service is both remunerative and health-giving employment.

But I am more particularly interested in the juvenile asylums and similar institutions where a large number of boys and girls are cared for who might be taught even more than at the present time, more useful and profitable employment, especially where at all practicable, a kind of work which will best fit them to share with their more fortunate neighbors in the proper conduct of the great interests of home and state. We do not necessarily need more asylums so much as we require to give more

earnest heed to the education and employment of these wards of our several communities and State. The child, wherever found, must be regarded as raw material for a virtuous and useful citizenship. Every child has a possible economic value and we must conserve and care for our wealth in whatever form expressed. And I think that it cannot be insisted upon too strongly that the future of the child is largely influenced by the kind of food he eats and the manner in which it is prepared and cooked. There are few subjects so important to us all as this. The body is built by food and foods must be selected according to organization, and they must be so cooked as to preserve their values. There is plenty of scientific knowledge upon the subject, but unhappily it is not widely disseminated. I confess that I would like to see a well regulated school for general housekeeping and especially for cooking in everyone of our juvenile asylums, and in some of our reformatory schools, where practicable. We do not need to teach these children, cared for in these institutions, more music, for the world does not require their services as music teachers, or necessarily teach them typewriting and shorthand reporting, for we have a large band of competent stenographers and skilled accountants who are ready to serve in these capacities whenever the opportunity offers. At least let us teach the other things first. What we actually need is that a larger number of our asylums shall take up the more practical work of fitting the girls to become competent assistants in our homes and the boys to be useful with their hands as well as with their brains. Genuine old-fashioned housekeeping, such as our mothers enjoyed and so thoroughly understood, is, in some localities, in this day of modern and model apartment houses, in danger of becoming one of the lost arts. When properly managed the industrial school covers the whole range of housekeeping and set toil and life to music. The new temperance reformer will understand better than the old the relation of foods and proper cooking and attractive housekeeping to his difficult problem. I see in the wise, the practical and economic employment of the boys and girls, the young men and women,

the answer to many a hard question and the solution of many a difficult problem.

But education and employment in these and kindred institutions have passed beyond the realm of experiment and have become a settled policy, and notwithstanding this fact we may have improperly decided what ought to be taught and how the young shall be employed for practical development. I have the highest respect for the faithful and intelligent teachers, who are more important to the security of the government than armies and navies, fortresses and coast defenses. But it still remains true that hundreds upon hundreds of the children of the next generation will continue to be badly housed and fed, they will be poisoned by bad air and water and continue to be taught nearly everything but how to live in a proper manner unless we give more earnest attention to this subject of proper and more practical employment of the young in our charitable institutions. Oliver Wendell Holmes was right when he wrote that "we must begin the education of the children in their grandparents," and I would add possibly a hundred years before the advent of the child. Without doubt the large number of the girls in charitable institutions will become housewives, and the majority of the boys will work with their hands. Why not then give them the training in their employments which will best fit them to play their part and serve in the world in the best possible manner, and thus ennoble and enrich their manhood and womanhood. The earliest years of the child are the most important and influential. Therefore domestic economy and practical hygiene should be regarded as vital branches of their education and employment. It is not vital that the boy or girl should be able to name and number the bones and muscles in the human form, but it is vital that they should know the principle of sound hygiene and especially be trained in the important subjects of food values and the proper preparation and cooking of food for man's consumption. And the boys who are to be the heads of families, not many years hence, must be trained in their employment to support them. I therefore plead

for a more practical consideration of the employment of the boys and girls in our charitable institutions.

The problem which the writer of the paper and I have been considering is a humane problem. It is capable of solution and will be solved and a more satisfactory condition will result in institution and home.

Sometimes I see the ideal city of the future in my dreams. The center of the city is given up to business, for there are no residences, charitable institutions, almshouses or children homes in the district. Cheap and rapid transit has greatly multiplied the area of the city and now the residences are arranged about parks, in the midst of flowers and trees, and the buildings of juvenile asylum and children's home crown the distant hilltops, while the homes for the friendless, insane asylums and hospitals and charitable institutions of every name and kind are surrounded with vast farms where health-giving and remunerative employment can be given, the productions of which the inmates are permitted to eat and enjoy, and where fresh air and the blue sky are possible for every man, woman and child. The new man physically reorganized with pleasant surroundings, properly clothed, fed and housed, will no longer be consumed by his passions and appetites. Education for life and for occupation will be basic, but upon it will be built the sweet cultures of art, music, literature, and whatever idealizes life and renders it more beautiful and noble. The ever increasing free art galleries, free music, free libraries, free schools and free churches will make all the people citizens of the new republic of the intellect, the heart and the imagination what God intends them to be. Then service for man will become a noble and universal ambition and public office one of the widest theaters for its manifestation. And this new man will have his productive power enormously increased, he will be too intelligent to be robbed and too high-minded to steal. In the opulence of that fair city, the golden city of John's dream will no longer be oriental fancy, but, secure and beautiful, will descend out of heaven as a bride adorned for her husband and beautify this earth.

Rev. Dr. HUNTER, of Buffalo: I have no discussion of this paper. I have nothing to suggest particularly. I simply want to comment. It seems to me that the economical side of the question is self-evident, and to any one who has had either experience or observation or has thought upon this subject, the moral value of labor in these institutions goes without saying. We all recognize that. But there was one little touch in the paper of what seems to me may be called the humane side of the question that I do not remember to have ever heard discussed in a convention or Conference of this kind, and it struck me because my attention has recently been called to that side of the question. It was where the speaker spoke of the clothing that was worn by the people, the uniform that is usually assigned to the unfortunates that are in these institutions. I have an acquaintance down in New York who always wears a red necktie. He dresses in first rate taste otherwise, as it seems to me. When I first saw him he had that red necktie. It was in a Conference and we got to know him directly as the gentleman with the red necktie. I got interested in him by and by and I inquired as to his history. I found that for three years he had been wearing that red necktie. He would be altogether uncomfortable without it; would be perfectly unhappy. Now, if that man were to get into an institution and should be compelled to wear some other kind of a necktie, he would be altogether uncomfortable. Now, there are men that would be uncomfortable unless they could have clothes that were something in the line of what they want. If the men would be uncomfortable, what in the world would be the condition of the women? Now, I think one of the saddest things in the world is to go into one of these institutions and see a lot of women all with the uniform on, and all wearing blue, or all wearing gray, one color and one make of garment. Well, it is a fearful, it is a sad thing, and I was pleased when the Doctor in his—I believe the gentleman is a physician—when he touched on that point. I wish that that point might be taken up. It would add wonderfully to the comfort of these people. Now this you may say is an important part of this paper, and yet

I do not think it is so. It is the human side, and I would like to have it recognized more in the work of charity in the future than it has been in the past.

Dr. POTTER, of New York: Not as offering any criticism or dissent from the respective views presented by the gentlemen in these papers, but simply as illustrating the difference between a theory and the possibility of working it out, and to demonstrate the possibilities that lie in conditions, let me recite an incident. The Chairman suggested that the time would soon be at hand when at least in the city of New York, in the farm colony in Richmond, we might have aged couples dwelling together in charming cottages and all that kind of thing. The Commissioner of Charities came to the Board of Estimate and asked for $200,000 to carry out his dream, his theory. Well, necessarily the question arose, How urgent, how necessary is the expenditure of $200,000 to accomplish an end so admirable and so charitable? Running along through the various official channels, at last the matter came into my own department. I sent an examiner to Blackwell's—I had almost said the Almshouse—to the New York Home for the Aged. The rose does smell as sweet under another name. I ascertained that with one exception in the most likely section of the island from which we could draw the possible recruits for these contemplated cottages there were six aged couples; $200,000 is the expenditure! A very grave inquiry was made on these various couples. Commissioner Dougherty found one couple that seemed to be admirably fitted for a closing life in the beautiful vista and halo of a cottage, and he asked the old lady—by the way, she and her husband were on the island, he in the male house and she on the other side of the wall and they meeting together through the day—he asked this lady would she not like to spend the few remaining days, etc., in this farm colony. "Indade then, I would not; I see enough of him every day, and he has bothered the life out of me for thirty-four years." The possibility of the charming cottages did not seem to be quite so

realistic. Commissioner Roberts reported to my examiner, and he brought home a written statement. I filed it in the office of the Comptroller of the city of New York. The Superintendent of the Home for the Aged on Blackwell's Island says that there "is one couple that possibly might be induced to live together."

MR. EASTON, of New York: The question, it seems to me, is not so much how many couples there are now in almshouses who can be induced to live together, but how many deserving and worthy of those who are now suffering in their own homes can be gotten to almshouses when such accommodations are provided. I have been through a great many of the homes of the poor in New York city, and some of the saddest things I have ever seen were respectable aged couples who were absolutely destitute and starving themselves, and yet too proud to accept charity given in the ordinary way. To illustrate the different way in which charity is given, in New York City under the present commissioner it is a rule of the department that no individual can be called a pauper in any institution, or any word used signifying the same idea by any doctor, nurse, employee or officer. And I can say from my own experience that before this order was issued it was a frequent occurrence when a patient who did not receive sufficient attention made some complaint about the matter, that the doctor would say, "Well, what do you expect; you are only a pauper, anyway." With regard to uniformity of clothing, perhaps I may make a suggestion from my own experience. There are a great many people who like to go to visit an institution and see a row of people looking like ninepins, all straightened up and spruce, and they think that is the best way to run an institution. I do not think so, and I have allowed inmates wherever their own clothing was respectable, and they desired to wear it, to wear it, no matter what the appearance in regard to uniformity was.

THE CHAIRMAN: The topic for discussion is "Employment in Public Institutions." I think we are leaving it. There is opportunity for others to speak.

Mr. Hebberd then moved the following resolutions, which were duly seconded and adopted:

Resolved, That the most cordial thanks of this Conference are due to Mr. Frederic Almy of Buffalo, the Secretary of the Conference, whose valuable and untiring services have so greatly contributed to the success of the Conference, and have assisted in making our visit to this beautiful and hospitable city an occasion long to be remembered.

Resolved, That the Conference desires to record its sense of special obligation to the editor and the assistant editors of "Charities" for the comprehensive press reports of the daily proceedings of the Conference, which have been so efficiently prepared and communicated to the newspapers.

Mr. WATERS: I want to say this, that I think that the almshouse as a rule is a refuge in many cases for the lazy and indolent, and I say that because I have had a little experience of something that has occurred in the great city of New York. I understood that the Commissioner of Charities of the city of New York had found that the city owned a tract of land somewhere in Richmond county, and he selected a number of able-bodied men in the almshouse to work this land; got them suitable implements for that purpose, and sent to that place 125 men, and in two weeks he only had 25 left—over 100 men left their work. Now, Mr. Chairman, it is so in the institutions where the women are kept. I suppose every one knows the difficulty of getting domestic servants; and I understand in those institutions there are dozens of women that are perfectly able to do work, healthy women, and yet they won't work. I remember once a person inquiring at one institution, and they sent a woman to her to work. She went to this place and demanded $20 a month for her services, and then said she would not do the washing at that, the washing must be done outside. I think these institutions ought to be inspected in that regard.

DR. POTTER: Let me dissent from the general proposition that there are too many good stenographers, and that the calling of

typewriter and stenographer is not a fit calling for a competent young girl in an institution to aspire to. There is an indefinite number of capable young girls in the institutions from good families, good fathers, good mothers, broad intelligence, early good education—misfortune, calamity, wiped out in a minute—and the future of that girl, according to the general idea, is work in a laundry and scrubbing. There is an indefinite number of positions—I could find ten this minute in the city of New York if there was a sufficient intelligence to go through the civil service examination. Our department is suffering for want of stenographers. We need them. Do not for a moment believe that because a girl comes out of an almshouse she must be a drudge. Give her a chance!

SANITATION AND HYGIENE IN PUBLIC INSTITUTIONS.

BY F. PARK LEWIS, M. D., BUFFALO, President of the New York State School for the Blind at Batavia.

An almost constant stream of immigrants, nearly a million a year, is flowing through our seaports into the United States. These people come from almost all parts of the world. The tide has turned from Northern Europe, whence came the better class of peasants, and now Southern and Eastern Europe are sending us Sicilians and Greeks, Roumanians, Hungarians and Russians, while Arabians, Syrians and other Asiatics add a not inconsiderable contingent to the multitude that is seeking asylum within our boundaries. In the great mass of these sturdy, strong men and women are many who, through misfortune, natural defects, or criminal propensities, find themselves, in course of time, inmates of some one of the institutions provided for the reception and care of unfortunates. The primitive methods of living to which many of these people are habituated is in most cases, either through a lack of knowledge, poverty or indifference, in violation of the commonest rules of sanitation, and unless regulations are prescribed and scrupulously enforced in the homes

or hospitals, in the prisons or reformatories, not only does the individual himself suffer, but the health of all of the inmates is jeopardized and the mortality increased.

The necessity, therefore, of a very clear understanding of the fundamental principles of sanitation and hygiene, on the part of those having institutions under their charge, will at once be evident. Indifference and ignorance on the part of inmates may be premised, and good sanitary conditions can be looked for only when those having responsible charge are acquainted with the necessities involved in correct sanitation, and work constantly and with vigilance to secure them.

Of course, in its proper sense, sanitation is understood to include all of those things which tend to preserve the health, but in order that the consideration of this subject may be made more clear, we "can afford to forget strict technical meanings," as the chairman of this committee has said, and it will be understood for our purpose, that "sanitation has to do with the building and its arrangement, while hygiene may here be taken as applying to the individual, and has to do with the necessary provisions for preserving personal health through cleanliness, diet, exercise and fresh air."

Volumes have been written upon special branches of each of these themes, but the general subject is so important, and lack of knowledge so universal, and so deadly, that the chairman of this committee could not choose more wisely than in suggesting it for our consideration to-day.

I may, therefore, state briefly, and perhaps somewhat dogmatically, the essentials and fundamental necessities of

1st. The buildings themselves and

2d. Their inmates.

If we had the good fortune to be "in on the ground floor" or, yet greater advantage, to be in at the choosing of a building site for any public institution, and if the details could be governed by consideration of the good of the inmates rather than by political jobs, the future would be comparatively easy. Unfortunately we have often to deal with inadequate and ill-appointed

buildings, and encounter almost as great difficulty in modifying the traditions governing them as in changing the walls themselves.

We take great care in choosing the situation of an art gallery or a public library, and yet sometimes leave in very incompetent hands the selection of a site for a school, a reformatory or an insane asylum.

Some of us may be so fortunate sometime as to be consulted in regard to the very beginnings of a new institution, and we may take a moment in passing to remind ourselves that for a building to be used for institutional purposes, the selection of a site is a matter of primary importance.

Of course there are always many things to be considered, financial questions usually coming first. But often there is a choice. If the institution is for children and in a city, the grounds surrounding it should be ample to insure air and sunlight, to give playgrounds for out-of-door exercise, and to make future expansion possible.

In many public buildings one's feeling constantly is "Why didn't they do thus and so at first, when to choose was possible?" It is only in the beginning that it does any good to remember that the elevation should permit of proper drainage and that a gravelly loam is better than a heavy clay soil to secure a dry cellar.

Then watch the architect's plans. He may be perfectly in sympathy with your ideals and understand them, but give the work to a subordinate to prepare, and the big windows for the entrance of sunshine and fresh air may be not nearly as generous when they come up in the plans as you had pictured them, and many little details which might with no added expense make for simplicity, convenience, comfort and health, will be overlooked and come out just the wrong way instead of the right, for the lack of forethought or of persistence.

This we all know to be true in the building of a private house, and it is of the greatest importance that some one interested and competent should watch the details in the erection of a build-

ing in which the sanitary or unsanitary conditions will affect the health of hundreds of inmates in the years to come.

The condition with which most of us have immediately to deal, however, and which therefore are most interesting to us at this time, are those to be met in buildings now existing, and in the majority of which the details are not ideal.

Many public institutions are handicapped by the most evident disadvantages, such as insufficient room, indoors or out, insufficient lighting, insufficient ventilation, questionable water supply, doubtful plumbing, dark halls or stairways, or even dark, damp cellars.

Our public institutions should not be required to work against difficulties like this, first of all because, in the long run, it is more expensive. We recognize, in our private affairs, that if to have things right costs more in the beginning, it is economy in the end, and it is equally so with the details of a public institution.

Because things are wrong is no reason why they should remain so.

At the time that the school for the blind was built at Batavia, the general feeling seems to have been that blind people did not need light, and long, dark hallways and insufficient sunlight and ventilation in many of the rooms, were the result, in consequence of which the authorities have been knocking holes in the walls every little while for the last ten years, to make the windows that should have been put in in the first place.

Of course, when a building is once completed, and the institution is running, a vast amount of inertia has to be overcome to effect any radical change.

But the chief essential is that someone shall feel the necessity of change strongly enough. It is like the old methodistic insistance that one should experience conviction of sin. One must have conviction of the error of unsanitary ways, like unto the old conviction of sin, and be prepared to wage strong, incessant warfare, as against "the world, the flesh and the devil," or the case is, practically speaking, hopeless.

It is so difficult, and it does require, under favorable conditions, such eternal vigilance, that it can hardly be attained unless the head of each institution feels that each member of it can and must individually, and that all must as a whole, live under right sanitary and hygienic conditions.

In this case it is necessary, first, to be sure what we mean by right sanitary and hygienic conditions, and second, to know the best methods, so far as we can find them out, thus far discovered to achieve the results.

To begin with, I should say the proper sanitary conditions of the building would require not only abundant sunlight and air, pure water, and right plumbing (prime essentials, well understood, though not always attained), but the most scrupulous cleanliness, an habitual use of sterilizing and disinfecting measures, a discriminating choice and care of bedding, clothing, etc., a regular inspection of the milk supply, and, not least, a constant warfare, during their season, against those disease-carrying pests, flies and mosquitoes.

Before going on to questions of personal hygiene, let me speak a little more particularly of some of these points.

First. Air and sunlight are essential and they are attainable. If an institution has not these fundamental necessities it is possible to put in more windows and obtain sunlight, and if the sleeping rooms do not have to be used during the day, as in an ideal building they are not, the bed rooms at least could have the windows open all day, which is very desirable, however perfect a system of artificial ventilation may be employed. Ventilating apparatus is, doubtless, being constantly improved, but an investigation of the public schools in Buffalo not long since demonstrated the fact that in some of them an expensive system had never worked efficiently, and in others apparatus, which had at one time worked, had become defective, or was insufficient. The moral of which is "Watch your ventilating apparatus."

Second. Pure water is less universal and less easily secured in these days of crowded cities and sudden and rapid growth

in population. For a public institution perhaps nothing is of greater importance than that the water supply be absolutely free from contamination. The frightful experience through which Ithaca has recently passed has been a useful object lesson to the whole country, but purchased at a price which should be prohibitory. The epidemic of typhoid fever, resulting in over a hundred deaths, was directly traced to the pollution of the water supply. Now, the possibility of purifying water and practically eliminating the disease-producing bacilli is no longer a question, but an established fact. Generally more than 99 per cent. of the bacteria are removed by sand filtration, and a study of the statistics showing the decrease in the death rate from typhoid fever in cities in which this method of purifying the water supply has been adopted is most important and instructive. The city of Albany had for years had its water supply contaminated by the sewage of Troy. The introduction of a system of sand filtration has materially and permanently reduced the death rate, not from typhoid only, but from other diseases as well. Where this is not available a large house filter should be employed.

The statement is justified, therefore, that each individual for whom the State or any institution undertakes to care is entitled to clean and non-toxic drinking water.

Closely allied to the necessity for pure water is that for pure milk, which, naturally, forms so large a part of the food supply everywhere. An assurance that the cattle are in good health, that tuberculosis does not exist in the herd, that they are properly fed and cared for, that the stables and the cows' udders are clean, and that a separate building is provided for the storage of the milk before it is taken to the milk cellar, are but a few of the points to be considered. Fortunately, the State is now exacting a fulfilment of all of these requirements before contracting for a supply for its institutions; but all public institutions are not fortunate enough to be under the watchful eye of the State, and then it is that the management should see to it that these sanitary regulations are observed.

Some years ago in the Middletown State Hospital tuberculosis was discovered among the inmates. It was traced directly to tuberculous cattle, and after the diseased cows had been killed and the patients isolated the spread of the disease entirely ceased. Too much care cannot, therefore, be insisted upon in this direction.

One can hardly say which should be mentioned first, if the order were established by the importance, the fresh air, the pure water, or the correct plumbing.

So much care is taken in regard to plumbing now that the fact that all plumbing should be exposed where possible that it may be easily gotten at is axiomatic. But that plumbing not apparently defective should be regularly examined, and that there should occur no delay in its repair when any trouble is found, are points not so firmly established as they should be in the popular mind.

I wish that an emergency fund could be appropriated for all public institutions, to be drawn on in such a case without the dangerous delay necessary to have the application for such expenditure sent to Albany, passed upon and returned. Here let me suggest that it would be very desirable if, among the managers of each public institution, there could be at least one man trained and skilled in sanitary matters; much would, naturally, be noticed by him that with others would pass unseen.

In order that defective plumbing may not be overlooked in the State School for the Blind, at Batavia, a blank has been prepared by the very efficient and vigilant superintendent, in which every water closet and lavatory, bath room, sink and sewer pipe is specified, and an inspector has been appointed who visits the institution and fills in this blank after personally looking over every detail once each month.

If a thoroughly qualified, careful man is in charge of this work the regularity and frequency of the examinations will leave those in charge assured of the sanitary condition of the plumbing throughout the school.

I have spoken of the use of disinfectants, but by this I do

not mean deoderants or volatile oils designed to cover evil smells, and even disinfectants should never be employed *instead of a plumber*. The use of disinfectants is, primarily, to destroy bacteria in clothing, wall paper, or in the atmosphere, after any contagious disease, or any possible suspicion of such. Disinfectants should not take the place of cleanliness.

Carpets in public buildings, as in private houses, are rapidly becoming things of the past, and soap and water, fresh paint and white-wash are more often brought into requisition than formerly.

A hard-wood finish for floors with the wax and turpentine preparations used for frequent polishing certainly makes a more sanitary surface than the common wood floor cleaned with soap and water.

It hardly seems necessary to say, at the present day, that there should be no plush-covered furniture, heavy hangings or other microbe-bearing media retained in public institutions one day longer than they must be, nor that there should be no dark clothes-presses or closets, corners, cupboards or any inclosed spaces which cannot be kept clean in which old clothes or odds and ends are stuffed. In the Rome Custodial Asylum, Dr. Bernstein writes me, all garrets, basements and out of the way places are cleaned once a week.

One would not think, either, that it could be necessary to say that a cellar should never be a repository for old lumber or other unused accumulations. The cellar should be as clean as any other part of the house, and, if possible, a storehouse for fruit, vegetables and all such supplies should be absolutely disconnected with the main cellar. Unless very unusual care is taken there will be vegetable decay at some time during the winter, and noxious gases from this source pass unnoticed through the house.

A most grave danger, and one that I am led from observation to believe is frequently overlooked, is the pest of flies. There is probably no more common source of infection than is found in these insects. I have seen them in hospital wards crawling over

faces of unconscious patients, on the lips, at the nose, at the corners of the eyes, and reaching the moist mucous tissues. They may have been feeding on the putrescent refuse of the street, have come from the dejecta of typhoid fever or the secretions of diphtheria. They find entrance into the kitchen and dining-room, where they gain access to the supplies of food. With six feet, each of which is armed with a suction cup, they carry with them the germs of disease to be deposited as they go. The struggle against their invasion, to be successful, must be incessant and unending. *They must be kept out at any cost.* Good screens, during the time in which flies are active, should protect each window and outside door. In addition to this every available method should be employed to kill or catch them. Penalties should be imposed on attendants in public institutions for failing to keep them out, or rewards for successful work in barring their entrance, as may seem desirable.

Mosquitoes and any vermin must be equally summarily dealt with, and rats and mice must be recognized as possible disease carriers. It is certain that work in this direction will greatly diminish the danger of infectious diseases.

Another and important element is the early and complete disposal of all garbage and unused food. Food which can be made use of or given away should be put at once into tightly covered receptacles and disposed of as promptly as possible; all other refuse not cared for in this way should be immediately destroyed. A very practicable apparatus employed in some institutions by which the daily waste is incinerated in a cleanly and sanitary manner has been provided

I have left myself but a moment in which to speak of the hygiene of the individual, and I hope, therefore, that the discussion will touch some points that I cannot. The method employed in the Buffalo State Hospital, which is one of the most carefully managed institutions in the State, is worthy of general adoption.

Dr. Hurd writes me that "the nurses in charge of the reception wards are instructed to make a careful examination during

the bath, which is invariably given as soon as the patient reaches the ward. The clothing is inspected at the same time, and on a blank provided for that purpose a report is made to the medical officer in charge.

"Of course this examination is supplemented by a medical examination at the first visit of the physician."

One thing I must mention here, for it might escape the notice of those otherwise well informed on hygienic subjects. A virulent scalp disease has become prevalent in western New York and is spreading rapidly through the almost universal carelessness in the use of hair brushes. This emphasizes the necessity of having individual hairbrushes, and other appliances, and using proper antiseptic means to control and protect others from the disease wherever it is discovered.

Although the National Government has forbidden the admission of any immigrant suffering with trachoma—than which there are few more dreadful diseases of the eyes—this highly infectious condition is still crowding the special hospitals in New York City, and in scattered instances is appearing throughout the State. It must be remembered that a medical examination which should precede the admission of any one as an inmate of a public institution is not complete until the eyelids have been everted and their condition ascertained and recorded.

Dr. Sage, Superintendent of the New York House of Refuge, writes me that they have in that institution a regular "eye squad," most of them trachoma cases who are attended by an oculist three times weekly. They bathe in a separate washroom and are furnished with a fresh towel every time they go to the lavatory. These towels are washed apart from the general laundry.

The method of care of the rooms and inmates is so adequate that I may be permitted to quote in brief from the report of the Assistant Superintendent of September, 1901:

"Under the present plan, cells in the institution are cleaned, sterilized and whitewashed at least once every three months, and in many instances much oftener. In changing room assignments

inmates take their blankets with them, in this way obviating the necessity of the future occupant of a cell sleeping under the blankets of his predecessor. Each inmate has his consecutive number stamped on his blanket, and in this manner we are able to keep an account of them. The bedding is taken out and sterilized whenever occasion demands. I would state in this connection that I do not approve of the material which is now used for filling bed ticks, and would recommend twisted hay as a substitute, as it makes a much more durable bed and needs changing but once during the year, while it is necessary to refill the straw beds about once in three months. Twisted hay is also more economical, the estimated annual cost of a sufficient quantity for the use of the institution being approximately $500 to $600, as compared with the yearly expenditure of $900 for the common straw now in use for this purpose.

"Each cell in the guard house is scrubbed every morning and is sterilized twice a month, and the bedding is sterilized biweekly."

In a private letter, Dr. Robertson writes me that the death rate dropped from 18, in 1899, to 7, in 1902, including one accidental death. "All this has been brought about," he says, "by improvements in sanitary condition, careful filtration of water supply, some improvement in sewage and plumbing systems, but more directly by a more careful study of the men, individually, and in this way an earlier discovery of physical depreciation, and hence more prompt treatment of the disease."

This individualization is a strong point, for upon it all personal hygiene depends.

We cannot prescribe the same measures for numbers of people and though we may say on general principles that base ball, basket ball, gymnastics, military drills, cold baths, etc., etc., are conducive to strength, the degree to which these are useful depends on their adaptation to the individual.

Most people need a good deal more exercise than they get, but it must be gradually, not suddenly increased, and to accomplish the best results, should be taken with pleasure.

With a plea for more individualization I must bring my paper to an end, and I trust it will not seem less urgent because I am obliged to say it in a few words.

DO FOR THE INDIVIDUAL, AND THE MASS WILL BE UPLIFTED.

The discussion was opened by Eugene H. Howard, M. D., Superintendent of the State Hospital at Rochester, who spoke as follows:

Judging from what we have listened to, we would think that we had here in New York State an ideal condition in our charitable matters, particularly an ideal condition of the construction and management of institutions, but I thought I would come here and say something to you about some small matters that prove to be the practical difficulties. Now, as to the law of the State relative to the construction and location of buildings, as the paper points out. We have a State Board of Charities who are given by the statutes of this State the right and power and duty to accept and approve of all plans for public buildings that are built for the care of the poor and unfortunate, and yet the State Board of Charities is by that statute not given the right to say a word about the location of those buildings. Dr. Stephen Smith, who has made a study of these matters, said to me: "We can approve the plans; we have no right to say anything about the location," and a hospital goes up where it cannot have enough light and pure air, and quiet surroundings because the law does not give the State Board of Charities the power to say anything about the location of the building. Let us have this changed. Let us have it changed this next winter and give the State Board of Charities the right to say something that will be effectual about the location of hospitals as well as about the construction. I thought I would say something that nobody else would, but I counted without the Rev. Mr. Hinds, who has talked about the preparation of food and the selection of food and has presented the subject so admirably that I will pass it.

About the tuberculosis in the hospitals—a most important question. While new buildings are desirable, you can take an old

building and a number of patients who have tuberculosis, and you can clean that building and paint the walls and keep the windows so the light will get in, and give the patients exercise, and keep it up year in and year out until in four or five years tuberculosis is absent among the occupants of that building. It is not necessary to wait for a great, nice, beautiful new building. Take an old building; go to work with energy and perseverance and intelligence and you can put it into such condition that the people will not have contagious diseases crowded upon them because of their occupancy there.

Now, about dust. Ladies, I wonder if any of you use the ordinary feather duster in your homes, or the institutions you are connected with, to brush the dust into the air for people to breathe and take into their lungs instead of having it wiped up with a damp cloth and carried out. The dust about these institutions has much to do with the distribution of contagious diseases.

Now, light. The building is built with great broad windows to the south and to the east, and somebody—I don't know who—comes in and puts up some shades so that the building will look right; these shades are all down to a certain notch, and you cannot look out and see anything because the eye-line is covered by the shade; and somebody else has to have some heavy draperies and the light all subdued in such a way that it seems to do no good at all. Don't let us have the deprivation in our institutions or our homes. It is conceded that there are certain specially sensitive individuals for whom it is well to shade the light, but when we come to live the life that God intended us to live we need the light and we need the pure air, and if we can get them, let us not allow art in the form of window drapery, to shut out nature.

The subject resolves itself into cleanliness and good order. How to bring these about is the practical business. This same Dr. Stephen Smith of whom I spoke a few moments ago some fifteen or sixteen years ago called a special meeting of the managers of Bellevue Hospital and said to them: "We must do something to bring about cleanliness and good order in this

institution. What shall we do?" As the result of that conference it was decided that the gentlemen of the board, the ladies of the board, and the physicians of the staff, should have a committee who once a week on a certain day at a certain hour would give up their time from their business and their homes and come to the hospital and start in deliberately and slowly to make an inspection of every room, nook and corner and closet and attic and basement in the whole place, and write down exactly how they found them, and call the attention of the people in charge of the several departments to little defects and large defects in the matter of cleanliness and good order. He said: "If we can get this place in perfect order once a week, and perfectly clean once a week, it cannot get so bad as it has been." We need not select Bellevue as an example; it is just as bad in many other places. That was followed up and the results that came from it were very satisfactory. Those visitors learned themselves where things ought to be, and what ought to be done, and what to expect in common sense and what was not sensible to expect, and this record kept every week placed the responsibility of things being wrong where it belonged, and a rivalry between the kitchen and the upper ward and this ward and that was gotten up. Every drawer was opened and everything examined and a record made of its condition. When Dr. Stephen Smith came to have his influence upon the State Asylums for the Insane, he recommended this system which was inaugurated by Dr. Macdonald, and now such a record is made every week in every State hospital in this State, and the people at our hospital believe that corresponding departments of the institutions are compared by the office at Albany in the Buffalo State Hospital and the St. Lawrence State Hospital, and the rivalry is very great. The nurses, assistants, employees, cooks, everybody, feels that they have got to have things right, that the record is going to be made; if they do not keep up with the others the institution is behind. Hospitals and almshouses of all sorts should have a similar sort of inspection; even homes might have and be benefited by it. When everybody is working intelligently and earnestly, and this plan is

followed every week sharply, we are going to have nice orderly institutions, and when we have them orderly and clean we have indispensable, essential sanitary and hygienic conditions.

Now, about a closet. It ought not to be a place to throw everything into; just have a little printed list of what belongs in that closet and have it in a little frame in that closet, or pasted in there in some way so that at the time of the inspection or every day the employee, if he wants to, can tell just what belongs in that closet, and when anything else appears there it should be placed where it belongs. It is not hard to have lists of all the different things about an institution. Have that list where it ought to be, and everybody knows then when a thing is out of place. Dirt is said to be matter out of place. Everybody should know where everything ought to be and then follow it up constantly and see that it is there. I believe that many employees and inmates of almshouses and even boards of visitors want to have things right, want to do well, but don't exactly know how. The visitor has time to study it up; the employee does not care much about it; the inmate would a little rather be let alone and leave things dirty and out of order and the window shut. To avoid this condition I started in to have all of the employees brought together for a little talk about how to keep house and how to take care of the things that we had, and the result of these talks was manifest in the improved appearance of the hospital.

There are doctors and other people who know about sanitation, and they can be invited in to talk to an institution. Suppose there are only three or four employees, suppose there are only a dozen, it is well to talk to them and to explain to them all these matters about sanitation and cleanliness and order and how to do and when to do, and get them up to the idea they are going to have their little institution one of the best of its kind, and they will make intelligent effort. Do not simply hire them and give them no instruction. This is not an attempt to teach trained nurses; it is a plan for teaching the ordinary em-

ployee or inmate of an almshouse, or the older inmates of an orphan asylum, those little matters of routine that they cannot get any other way, and which if they do know, they will use with widening beneficial results.

THE CHAIRMAN: Now, we would like to hear from any one who has anything to say on these papers. If there is any one who would like to talk about this special topic, if there is any one whose mind is burdened with a thought upon the almshouse or public institution who has failed of an opportunity to express it, there are a few minutes in which he will have liberty.

There being no further discussion, I am glad to have the opportunity to express my own sense of satisfaction at the great success of the Fourth New York State Conference of Charities and Correction. It has been one of the most enjoyable gatherings which we have had since the Conference was organized. We regret exceedingly the absence of the President, but in spite of the fact that we have been deprived of his presence, the Conference has steadily moved forward along the lines which he had marked out in the program. Now that we have come to the conclusion of the Conference and can look back, we may note with great satisfaction the high quality of the papers which have been presented and the deep tone of conviction which has animated the speakers who during the different sessions have spoken upon the subjects which lie closest to their hearts. The success of every Conference is due to that conviction that we are working together for the good of humanity, and that although you may work in one direction and I in another, we are coworkers; our sympathies are one; our aim is the uplifting of the poor, the fallen, aye, the depraved, the unfortunate—all who need a friendly hand. The chief work of this Conference finally expresses itself in all the villages and communities of the State in a greater effort in the behalf of those who are beneath. At the close of the Conference therefore, looking back at its work, we note that there is a special sense of responsibility felt by all who have participated in its meetings and by all who have been present, and as we go hence to our homes we will carry with us this feeling of personal

responsibility and anew take up the work with which we are charged.

I am glad that we can look forward to another year when a new Conference will gather, and I am sure that the program for that Conference will be equal to that of this, for each year must mark a steady upward movement.

There being no further business to bring before the Conference, I declare in behalf of the officers of the Conference that the Fourth New York State Conference of Charities and Correction is at an end. Trusting to meet you all at Syracuse, we now stand adjourned.

EXCURSION TO NIAGARA FALLS.

An excursion was made to Niagara Falls Friday afternoon, November 20, on a train leaving at 2 p. m. Complimentary tickets were given to all out of town delegates.

CONSTITUTION AND BY-LAWS OF THE NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

CONSTITUTION.

The object of the New York State Conference of Charities and Correction are to afford an opportunity for those engaged in charitable and reform work to confer respecting their methods, principles of administration, and results accomplished; to diffuse reliable information respecting charitable and correctional work, and encourage co-operation in humanitarian efforts, with the aim of further improving the system of charity and correction in the State of New York. With this end in view, the Conference will hold an annual meeting in the State of New York, at a time and place to be agreed upon at the preceding annual session, at which addresses shall be made, papers read, discussions carried on, and general business transacted in accordance with the by-laws of the Conference.

The Conference shall not, however, formulate any platform nor adopt resolutions or memorials having a like effect.

BY-LAWS OF THE NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

I.

MEMBERSHIP OF THE CONFERENCE.

All who have an active interest in the public or the private charitable or correctional work in New York State are invited to enroll themselves as members of the Conference. No other tests of membership shall be applied, and no membership fee charged, the expenses of the Conference being met by voluntary contributions.

II.

OFFICERS OF THE CONFERENCE.

The Conference shall have the following officers, to be elected at the preceding annual session, with the duties herein respectively assigned to them:

1. A President, who shall preside over the sessions of the Conference, except when the Chairman of a Committee on Topics has charge of a meeting, or some other officer is temporarily called to the chair.

The President shall also be a member of the Executive Committee, and the Chairman *ex-officio* thereof, and shall continue to be a member of the said Committee when his term as President has expired.

He shall have supervision of the work of the other officers and of the various Committees in preparing for the sessions of the Conference, and shall have authority to accept resignations and to fill vacancies in the Committees on Topics of the Conference.

The President, with the assistance of the Secretary, shall also supervise the editing of the proceedings of the Conference.

2. Three Vice-Presidents, who shall, at the request of the President, assist him in the discharge of his duties, and in case of his inability to serve, shall succeed him in the order in which they are named.

3. A Secretary, who shall be *ex-officio* Secretary of the Executive Committee, and who shall keep the records, conduct the correspondence and distribute the papers and documents of the Conference, under the direction of the Executive Committee. He shall assist the President in editing the proceedings of the Conference, and direct the work of the Assistant Secretaries.

4. Three Assistant Secretaries, who shall assist the Secretary of the Conference, at his request, and work under his direction.

5. A Treasurer, who shall receive all moneys of the Conference, and disburse the same upon vouchers duly certified by the Secretary, and audited by the Chairman of the Executive Committee.

III.

COMMITTEES OF THE CONFERENCE.

The Conference shall have the following Committees, with the duties herein respectively assigned to them:

To be elected by the Conference.

1. An Executive Committee, which shall consist of the President and all ex-Presidents of the Conference *ex-officio*, and of five members of the Conference to be elected annually at the preceding session of the Conference. Three members shall constitute a quorum.

The Executive Committee shall have charge of the business of the Conference during the interim between the sessions of the latter, and shall give attention to any matters referred to it by the Conference or these by-laws. The program of the Conference, as arranged by the Committees on Topics, shall be subject to the approval of the Executive Committee.

2. The Committees on Topics, which shall each consist of not less than eight nor more than sixteen members, to be elected annually at the preceding meeting of the Conference.

These Committees shall have charge of the preparation of that portion of the program of the Conference which is assigned to them respectively, subject to the provisions of these by-laws and to the approval of the Executive Committee, to which they shall severally report as soon as practicable after their appointment.

They shall also have charge of the sessions of the Conference respectively assigned to them.

To be appointed by the President of the Conference as soon as possible after the opening of the session.

3. A Committee on Resolutions, which shall consist of three members of the Conference, two of whom shall constitute a quorum. All resolutions, except as herein otherwise provided, shall be referred to this Committee without debate, and the Committee shall, before the Conference adjourns, present such a report as seems to it desirable.

4. A Committee on Organization, which shall consist of seven members of the Conference, four of whom shall constitute a quorum. To this Committee shall be referred all questions relating to the organization of the succeeding Conference, and the Committee shall present a report thereon as soon as practicable, and prior to the adjournment of the Conference.

5. A Committee on Time and Place, which shall consist of five members of the Conference, three of whom shall constitute a quorum. This Committee shall hear and consider any invitations that may be received from the various cities of the State and shall present a report thereon as soon as practicable, and prior to the adjournment of the Conference.

IV.

THE PROGRAM OF THE CONFERENCE.

The order of business at each separate session of the Conference shall be as follows:

1. The transaction of general business.
2. Report of the Committee on the topic of the session.

Not to exceed twenty minutes.

3. First paper on the program.
   Not to exceed twenty minutes.
4. Discussion opened by a speaker selected for that purpose.
   Not to exceed ten minutes.
5. General discussion of the subject presented by the paper.
   Not to exceed ten minutes.

Speakers limited to five minutes each, and no one to speak twice on the same subject except by vote of the Conference.

6. Second paper on the program.
   Not to exceed twenty minutes.
7. Discussion opened by a speaker selected for that purpose.
   Not to exceed ten minutes.
8. General discussion of the subject presented by the paper.

Speakers limited to five minutes each, and no one to speak twice on the same subject except by vote of the Conference.

9. Miscellaneous business.

V.

The by-laws shall continue in force unless amended by the Conference, after proposed additions or amendments have been submitted to the Executive Committee.

LIST OF DELEGATES AND MEMBERS.

FOURTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

Those who attended the Conference are marked *. The list gives also the names of the organizations the delegates were appointed to represent.

* Aaron, Rabbi Israel, No. 748 Auburn avenue, Buffalo, Temple Beth Zion.
* Adam, J. N., No. 60 Oakland place, Buffalo.
* Adams, Myron E., No. 404 Seneca street, Buffalo, Resident Welcome Hall Settlement.

Adams, W. H., No. 269 Summit avenue, Buffalo, Park Presbyterian Church.

* Aeschbach, John J., No. 44 West Seneca street, Buffalo.
* Allen, Mrs. Henry F., No. 682 Seventh street, Buffalo, Women's Christian Association.
* Alling, Joseph T., No. 400 Oxford street, Rochester, Vice-President Society for Prevention of Cruelty to Children.
* Almy, Francis, No. 427 Delaware avenue, Buffalo, Treasurer Society for Beautifying Buffalo.
* Almy, Frederic, No. 165 Swan street, Buffalo, Secretary Charity Organization Society.
* Altman, Mrs. Julius, No. 76 West Tupper street, Buffalo, Homeopathic Training School.
* Amberg, Mrs. Max, No. 734 Main street, Niagara Falls, Charity Organization Society.
* Anthony, Brother, No. 383 Oak street, Buffalo, St. Vincent de Paul Society St. Michael's Church.
* Ash, Mrs. Lucretia E., No. 168 Fargo avenue, Buffalo, Sister's Hospital.
* Ashbaugh, Mrs. J. M., No. 3 Crick's Court, Niagara Falls.
* Baker, Rev. Nelson H., West Seneca, Superintendent St. Joseph's Orphan Asylum.
* Baker, Jonathan, Yaphank, Suffolk county, Suffolk County Almshouse.
* Baker, Richard C., No. 1336 Lexington avenue, New York city, Catholic Home Bureau St. Vincent de Paul Society.

Baldy, Mrs. C. W., No. 198 Cleveland avenue, Buffalo, St. John's Parish.

* Barker, Mrs. D. A., No. 502 Niagara street, Buffalo, Homeopathic Hospital.
* Barnabas, Rev. Bro., No. 415 Broome street, New York city, Placing Out Bureau of New York Catholic Protectory.
* Barrows, Mrs. Isabella C., New York city, Editor National Conference of Charities and Correction.
* Barrows, Samuel J., No. 135 East Fifteenth street, New York city, Secretary Prison Association of New York.
* Barry, J. J., No. 1169 Boston road, New York city, Mission Immaculate.
* Bartow, Mrs. Bernard, No. 481 Delaware avenue, Buffalo.
* Batcheller, E. S., Gloversville, N. Y., President Rome Custodial Asylum.
* Bauer, Frederick E., No. 66 Third avenue, New York city, Department of Public Charities.
* Baxter, Mrs. John L., Olean N. Y., Visiting Committee State Charities Aid Association.
* Becker, Mrs. Tracy C., No. 163 Highland avenue, Buffalo, President Women's Board Buffalo Orphan Asylum.
* Bender, H. H., Albany, Fiscal Supervisor State Charities.
* Bennett, Matthew W., No. 200 Lancaster avenue, Buffalo.

Benson, Dr. C. H., No. 407 Warren street, Syracuse, Syracuse Free Dispensary.

* Bernstein, Dr. Charles, Rome, Acting Superintendent State Custodial Asylum.

Bettleheim, Miss Cyo, No. 318 East Eighty-second street, New York city, Emmanuel Sisterhood.

* Bigelow, Fannie R., No. 50 South Union street, Rochester, United Jewish Charities.

* Bijur, Nathan, No. 34 Nassau street, New York city, Vice-President United Hebrew Charities.

* Bijur, Mrs. Nathan, New York city.

* Bingham, Miss M., No. 112 West Seventy-seventh street, New York city, Association of Catholic Charity.

* Bird, Patrick H., No. 2 Lafayette place, New York city, Secretary Catholic Boys' Association.

* Blakslee, Mrs. Fred, No. 192 Richmond avenue, Buffalo, Secretary Women's Christian Association.

* Blaustein, David, No. 184 Eldridge street, New York city, Superintendent Educational Alliance and Member of Council Charity Organization Society.

* Burke, Patrick C., Oil City, Pa., Board of Public Charities, Pennsylvania.

* Boyle, James F., No. 140 East Forty-fourth street, New York city, Treasurer St. Vincent de Paul Society of New York.

Brainard, Mrs. J. L., No. 209 Carolina street, Buffalo, Asbury M. E. Church.

* Brant, Miss Lillian, No. 831 East One Hundred and Sixty-eighth street, New York city, Statistician of Tuberculosis Committee of the Charity Organization Society.

Brown, B. W. B., No. 18 Wall street, New York city, Northern Dispensary of New York City.

* Brown, George R., Yonkers, N. Y., Superintendent Leake and Watts Orphan Home, Yonkers, N. Y.

* Brown, Walter L., Buffalo Public Library, Member Charity Organization Society.

Brown, Mrs. T. E., Jr., No. 509 West One Hundred and Forty-second street, New York city, Jacob A. Riis, Neighborhood Settlement, 48 to 50 Henry street.

* Bruce, Hortense V., Hudson, N. Y., House of Refuge for Women.

* Brush, Rev. Jesse, No. 835 Front avenue, Buffalo, Church Charity Foundation.

* Bryan, Edna J., No. 282 Babcock street, Buffalo, Watson Settlement.

Bryant, Mrs. Edith, Kenmore, N. Y., Kenmore Presbyterian Church.

* Bucher, Frances E., No. 32 Oakland place, Buffalo, Welcome Hall, 404 Seneca street.

* Buck, William B., The Capitol, Albany, State Board of Charities.

* Burns, Miss Ada Ruth, No. 165 Swan street, Buffalo, Agent Charity Organization Society.

Burd, George B., No. 322 Dearborn street, Buffalo, Ripley Memorial M. E. Church.

Burke, John, No. 415 Broome street, New York city, New York Catholic Protectory.

Burrill, Mr. and Mrs. A. O., No. 645 West avenue, Seventh Day Advents.

* Burritt, O. H., Batavia, N. Y., New York State School for the Blind.

* Butler, Edmond J., No. 102 West Forty-second street, New York city, Vice-President Society of St. Vincent de Paul, Director Catholic Home Bureau, Treasurer Catholic Boys' Association.

* Butler, Mary Marshall, No. 263 Palisade avenue, Yonkers, The Woman's Institute of Yonkers.

* Callanan, Dr. William Cornelius, No. 262 Niagara street, Buffalo, St. Vincent de Paul Society of St. Joseph's Cathedral.

* Carlin, Patrick J., No. 112 Clinton avenue, Brooklyn, Secretary Board of Trustees St. Mary's Hospital of Brooklyn.

* Carlton, Rev. Frank B., No. 156 Bird avenue, Buffalo, Bethlehem Presbyterian Church.

Carr, William J., No. 189 Montague street, Brooklyn, Roman Catholic Orphan Asylum Society, 4 and 5 Court square, Brooklyn.

* Cary, Mrs. Charles, No. 340 Delaware avenue, Buffalo.
* Cauley, Charles, No. 61 Sophia street, Rochester, N. Y., St. Vincent de Paul Society, Cathedral, Rochester.
Cooke, Mrs. A. H., No. 410 Ashland avenue, Buffalo, St. John's Parish.
* Chaffee, Newton A., Gowanda, N. Y., Member Board of Managers Thomas Asylum for Indian Children.
* Child, Byron M., The Capitol, Albany, Superintendent State and Alien Poor, State Board of Charities.
Clarke, Laura B., Oxford, N. Y., Women's Relief Corps Home at Oxford, N. Y.
* Clark, Mary Vida, No. 9 West Sixty-fourth street, New York city, Assistant Secretary State Charities Aid Association, No. 105 East Twenty-second street, New York city.
* Clarke, Mrs. George H., No. 20 Buffam street, Buffalo.
* Clarkson, Mrs. Alonzo R., No. 119 Fourteenth street, Buffalo, Buffalo Orphan Asylum.
* Cobb, Mrs. Oscar, No. 37 Church street, Buffalo, W. C. T. U. and Central Church Aid Society.
* Cochrane, John F., No. 315 Hudson street, Buffalo.
* Colgrove, Adelaide M., No. 65 Franklin street, Buffalo, District Nursing Association.
* Coleman, Caryl, Pelham Manor, N. Y., Superior Council St. Vincent de Paul Society, New York city.
* Colton, Miss, No. 112 West Seventy-seventh street, New York city, Children's Court, Sixty-sixth street and Third avenue.
* Colton, Rt. Rev. Chas. H., No. 1025 Delaware avenue, Buffalo.
* Conover, Miss Kate B., No. 180 Highland avenue, Buffalo, President Newsboys' and Bootblacks' Home.
* Conroy, J. H., Ogdensburg, St. Patrick's Orphan Asylum, Watertown, N. Y.
* Cook, Miss Katherine R., No. 287 Pearl street, Buffalo, Agent Charity Organization Society.
* Cooke, Mrs. Almon H., No. 410 Ashland avenue, Charity Organization Society.
* Cowen, Philip, No. 485 Central Park West, Publisher "The American Hebrew," 489 Fifth avenue, New York city.
* Craig, Mrs. Oscar, South Washington street, Rochester.
Crosier, Miss Minnie, No. 35 Snow Building, Syracuse, Assistant Secretary Associated Charities.
Crouse, Mrs. Charles E., Syracuse, Manager State Institution for Feeble-Minded.
* Cullen, Mrs. Margaret, No. 241 Terrace street, Buffalo, Placing Out Children of Erie County.
* Cullen, Rev. T. J., No. 415 West Fifty-ninth street, New York city, St. Vincent de Paul, Church of St. Paul the Apostle.
* Cunnion, Frank P., No. 407 East One Hundred and Twentieth street, New York city, Particular Council St. Vincent de Paul Society, Tenth District Charity Organization Society, Holy Rosary Conference St. Vincent de Paul.
Cunnion, Mrs. F. P., 407 East One Hundred and Twentieth street, New York city, Auxiliary St. Vincent de Paul and Prison Workers.
Currier, Mrs. A. F., No. 10 South Union street, Mount Vernon, N. Y., People's Institute.
* Curtin, Miss Alice E., Albion, N. Y., Superintendent Western House of Refuge, Albion.
* Damer, Miss Annie, No. 287 Pearl street, Buffalo, Agent Charity Organization Society, Buffalo.
Dahlman, Rev. A. E., No. 71 Locust street, Buffalo, German Deaconesses Home.
* Davenport, Mrs. John, Bath, N. Y., State Charities Aid Association.
* Davis, Rev. Cameron J., No. 449 Delaware avenue, Buffalo, Trinity Church.
* Davis, Miss Katherine Bement, Bedford, N. Y., State Reformatory for Women.

Day, Albert A., No. 104 Livingston street, Brooklyn, Association for Improving the Condition of the Poor.

* Deane, Miss Anna M., Pasadena, Cal.

* Delcombe, Captain A. P., No. 328 Franklin avenue, Mount Vernon, N. Y., St. Vincent de Paul Society.

* Delcombe, Marie H., Mount Vernon, N. Y., Roman Catholic Prison Association.

* Dunham, Francis S., Albion, N. Y., State Charities Aid Association of Orleans County.

* de Peyster, Mrs. Beekman, No. 101 West Eighty-first street, New York city, The Capitol, Albany, State Board of Charities.

* Devine, Edward T., No. 105 East Twenty-second street, New York city, General Secretary Charity Organization Society and Editor of "Charities."

* Devlin, Rev. P. J., Chateaugay, N. Y., St. Mary's Orphanage and Old People's Home, Ogdensburg.

* Dormer, James H., No. 87 Prospect avenue, Buffalo.

* Dorney, Michael V., No. 75 Williams avenue, Brooklyn, St. Malachy's Home.

* Dougherty, Rev. James J., No. 2 Lafayette Place, Treasurer Mission of Immaculate Virgin, New York city.

Dougherty, James E., No. 1130 Crotona Park, New York city, St. Francis Hospital, 609 East Fifth street.

Dougherty, Hon. James E., foot of East Twenty-sixth street, New York city, First Deputy Commissioner of Public Charities.

Drenham, Rev. Francis S., Albion, N. Y., Orleans county.

Dumphy, Mrs. M. C., Randall's Island, N. Y., Superintendent New York city Children's Hospitals and Schools.

* Earnshaw, Rev. J. Westby, Lowville, N. Y., Visiting Committee of Charities Aid Association of Lewis County.

* Easton, Christopher, Metropolitan Hospital, New York city, Deputy Superintendent.

* Eckel, Mrs. T. W., Niagara Falls, Charity Organization Society.

* Eddy, Mrs. J. T., No. 123 Barton street, Buffalo, Charity Organization Society.

* Egan, Bernard J., No. 450 West Twenty-fifth street, New York city, Chairman St. Vincent de Paul Quarterly Committee.

* Ehlers, Otto, Station D, Buffalo, Superintendent Evangelical Lutheran St. John's Orphan Home at Sulphur Springs, Buffalo.

* Einstein, Mrs. William, No. 121 East Fifty-seventh street, New York city, President Emmanuel Sisterhood, United Hebrew Charities.

* Elias, Mrs. A. J., No. 237 Linwood avenue, Buffalo, Zion House, No. 456 Jefferson street.

* Ellison, F. T., No. 398 East Main street, Rochester.

* Faber, Rev. Joseph, No. 651 Washington street, Buffalo, President St. Vincent de Paul Society of St. Michael's Church.

* Falker, Mrs. Augustus, No. 609 East Genesee street, Syracuse, Western House of Refuge at Albion.

* Farrell, James P., No. 1 Eighth avenue, between Fifty-sixth and Fifty-eighth streets, Brooklyn, Superintendent Disciplinary Training School for Boys.

* Fetter, Frank A., Professor of Sociology in Cornell University, Ithaca, N. Y.

* Fischer, Egidius, No. 203 Sycamore street, Buffalo, St. Michael's Church, Vice-President St. Vincent de Paul Society.

* Fisher, Miriam, No. 9 West Fifty-eighth street, New York city, Emmanuel Sisterhood of Personal Service, No. 318 East Eighty-second street.

* Fisher, Mrs. M. S., No. 14 Larned Building, Syracuse, Assistant Secretary Society for Prevention of Cruelty to Children.

* Fitzgerald, Dr. J. F., Flatbush, Brooklyn, General Medical Superintendent Kings County Hospital, Department of Charities, Boroughs of Brooklyn and Queens.

* Fitzgerald, J. J., No. 111 Fifth avenue, New York city, Secretary Particular Council Society of St. Vincent de Paul.

* Floyd, Augustus, Mastic, Monticello postoffice, N. Y., Commissioner State Board of Charities.
Folks, Homer, Commissioner of Charities, New York city.
Forcher, Egidius, Buffalo, St. Michael's Conference St. Vincent de Paul.
Fornes, Charles V., No. 415 Broome street, New York city, New York Catholic Protectory.
Foster, J. Hyman, No. 24 Broad street, New York city, Northern Dispensary of the City of New York.
* Frankel, Lee K., No. 356 Second avenue, New York city, Manager United Hebrew Charities.
* Frankel, Alice R., No. 850 West End avenue, New York city.
Freeman, Mary T., Orchard Park, N. Y., Young Friends' Aid Association of New York city.
* Friedman, Joseph B., No. 393 Guilford street, Buffalo.
* Fridholm, Miss Lotta, No. 281 Fillmore avenue, Buffalo.
* Fronczak, Dr. Francis E., No. 508 Fillmore avenue, Polish Felician Sisters Institute, Doyle, Erie county, N. Y.
* Fullerton, Mrs. Marietta, No. 105 East Twenty-second street, New York city, New York Association for Improving the Condition of the Poor.
* Gardner, Mrs. E. B., No. 238 Connecticut street, Buffalo.
* Gardiner, Mrs. N. J., No. 615 Ferry street, Niagara Falls, N. Y., Investigator Charity Organization Society.
* Gates, M. Majel, New York Central Station, Syracuse, Travelers Aid Society.
* Gavin, Joseph E., No. 24 West Swan street, Buffalo.
* Gfoerer, Louis P., No. 660 Grand street, Brooklyn, German Catholic Orphan Asylum of Brooklyn.
* Gillespie, George J., No. 1462 East Sixty-second street, New York city, Vice-President Particular Council St. Vincent de Paul Society.
* Gillespie, Mrs. Geo. J., No. 1462 East Sixty-second street, New York city, Association of Catholic Charities.
Gilmour, John G., Gouverneur, N. Y., Agent Society for the Prevention of Cruelty to Children, St. Lawrence county.
* Gleason, Dr. Adele, No. 307 Mortimer street, Buffalo, Dr. Gleason's Social Service Settlement.
* Glyadin, Mrs. Charles A., Assistant Manager Newsboys' and Bootblacks' Home, Buffalo, N. Y.
* Graber, Joseph A., No. 14 Davis street, Buffalo, Canisius College.
* Gratwick, Frederick C., No. 877 Ellicott square, Buffalo, Juvenile Court.
* Gratwick, William H., No. 877 Ellicott square, Buffalo, State Board of Charities.
* Griffith, Georgiana, No. 146 Second street, Troy, President Women's Relief Corps Home at Oxford, N. Y.
Green, Douglas N., Gridley Block, Syracuse, Syracuse Free Dispensary.
Gregory, Henry E., No. 59 Wall street, New York city, Director New York City Juvenile Asylum, One Hundred and Seventy-fifth street and Amsterdam avenue.
* Guttman, Rev. Adolph, No. 102 Walnut place, Syracuse, Jewish Orphan Asylum, Rochester; United Jewish Charities, Syracuse; Associated Charities, Syracuse.
* Hacker, Miss Mary A., No. 403 Virginia street, Buffalo, Superintendent Buffalo Orphan Asylum.
Hafer, Rev. T. A., German Deaconesses Home, Buffalo.
* Haines, Mrs. Alfred, No. 63 Anderson place, Buffalo, Manager Home for the Friendless, No. 1500 Main street.
* Hall, Miss Christine M., Jamestown, N. Y., Women's Christian Association.
* Hall, Fred S., No. 170 Fifth avenue, New York city, Secretary Child Labor Committee.
* Halsey, Margaret B., No. 89 North Ashland avenue, Buffalo.

*Hamilton, Rev. Charles R., No. 110 Villa avenue, Buffalo, Kenmore Presbyterian Church.
*Hamilton, Elizabeth, Batavia, N. Y., Batavia Humane Society.
*Hammond, J. N., Secretary Johnson Home for Indigent Females at Seneca Falls, N. Y.
*Handler, Dr. Sigmund, No. 670 St. Paul street, Rochester, Superintendent Jewish Orphan Asylum of Western New York.
*Handler, Mrs. S. L., No. 670 St. Paul street, Rochester, Matron Jewish Orphan Asylum, Rochester.
*Hangarter, Andrew H., No. 242 Humboldt street, Brooklyn, Canisius College, Buffalo.
*Harrison, Miss Teresa, New York, Hospital Committee Association of Catholic Charities.
*Haviland, Dr. C. Floyd, Ward's Island, New York city, Manhattan State Hospital.
*Hawkins, Miss Emily J., No. 364 West avenue, Buffalo.
*Hawks, Mrs. E. C., No. 165 Summer street, Buffalo, Delaware Avenue Baptist Church.
*Hawley, Mrs. J. J., No. 219 Glenwood avenue, Buffalo, Central Presbyterian Church.
Heath, Mrs. Julia, No. 48 Henry street, New York city, Jacob A. Riis Neighborhood Settlement.
*Hebberd, Miss Hattie, No. 136 State street, Albany.
*Hebberd, Robert W., The Capitol, Albany, Secretary State Board of Charities.
*Hendrick, Rt. Rev. Thomas A., Bishop of Cebu, Manila, P. I.
*Henry, P. S., No. 11 Broadway, New York city, United Hebrew Charities.
*Hill, Dr. Robert W., The Capitol, Albany, Inspector State Board of Charities.
Hiles, Charles D., One Hundred and Seventy-fifth street and Amsterdam avenue, New York city, Director New York City Juvenile Asylum.
*Hinckley, William C., No. 15 Elberon place, Albany, Stenographer State Board of Charities, Albany.
*Hinds, Rev. Herbert C., Ph. D., No. 7 Catherine street, Schenectady, East Avenue Presbyterian Church.
*Heins, G. L., The Capitol, Albany, State Architect.
*Hofer, Rev. E. A., No. 315 Landon street, Buffalo, Superintendent Society for Deaconesses Work.
*Hollister, Evan, Buffalo, Treasurer Buffalo Consumers' League.
*Holmes, Miss Emily S., No. 424 Adams street, Buffalo, Head Worker Westminster House (Social Settlement).
*Holmes, Rev. Samuel Van Vranken, Westminster Church, Buffalo.
*House, Mrs. Jennie R., Holland, N. Y., County Agent of the Board of Supervisors for Placing Dependent Children in Family Homes.
*Houston, S. B., Florida, N. Y., Superintendent Orange County Almshouse, Goshen, N. Y.
*Howard, Dr. Charles F., No. 1458 Main street, Buffalo, President Board of Managers New York State Reformatory at Elmira.
*Howard, Dr. Eugene H., State Hospital, Rochester.
*Howard, Frederick, No. 936 Ellicott square, Buffalo, Board of Supervisors Erie County.
*Howland, Henry R., No. 217 Summer street, Buffalo, President Board of Managers Thomas Asylum for Indian Children, at Iroquois, N. Y.
*Hoyt, Grace M., Buffalo, Women's Educational and Industrial Union, Niagara square.
*Hughson, Mrs. George, No. 135 Summer street, Buffalo, Assistant Manager Newsboys and Bootblacks' Home.
Humbert, William, No. 861 Seventh street, Buffalo, St. Mary's on the Hill.
*Hunter, Mrs. R. V., No. 23 Whitney place, Buffalo, Central Presbyterian Church.

*Hunter, Rev. R. V., No. 23 Whitney place, Buffalo, Pastor Central Presbyterian Church.

*Hurd, Dr. A. W., Superintendent State Hospital, Buffalo.

*Husted, Miss Maud, No. 290 North street, Buffalo, Neighborhood House.

*Hutchinson, Mrs. E. H., No. 157 West Chippewa street, Buffalo, President Associate Board Church Home.

Hynes, John J., Mooney Building, Buffalo, President Board of Managers Western House of Refuge for Women at Albion.

*Hynes, Thomas W., No. 1332 Pacific street, Brooklyn, Commissioner of Charities.

Igguldine, Miss Ada Z., Buffalo Women's Hospital.

Ingraham, Dr. Henry D., No. 405 Franklin street, Buffalo, Riverside Hospital.

*Ireland, John E., Amityville, N. Y., Brunswick Home.

*Ivse, J. W., Jova Village, Secretary and Treasurer State Convention of Superintendents of the Poor.

*Jackson, Samuel Macauley, No. 692 West End avenue, New York city, Member Central Council and Executive Committee Charity Organization Society.

*Jackson, William B., Holland, N. Y., Supervisor, Committee on Charitable Institutions Board of Supervisors.

*Johnson, Charles H., Dobb's Ferry, N. Y., Superintendent St. Christopher's Home for Children, Dobb's Ferry, N. Y.

*Johnson, Dr. Maria Nye, No. 143 Elmwood avenue, Buffalo, Women's Educational and Industrial Union.

*Johnson, Mrs., No. 342 Wyoming avenue, Buffalo, St. Barnabas Church.

*Johnston, Rev. Malcolm S., Trinity Church, Buffalo, Curate.

*Jones, Albert E., No. 28 Erie street, Buffalo, Warden St. Mary's Episcopal Church.

*Kahler, Rev. F. A., No. 998 Main street, Buffalo, Charity Organization Society of Buffalo.

*Kahler, Miss Laura E., No. 390 Walden avenue, Buffalo, Matron Lutheran Church Home for Aged and Infirm, Buffalo.

*Katy, Abram J., No. 345 East avenue, Rochester, President Jewish Orphan Asylum of Western New York.

*Keating, Redmond, No. 506 East Eighty-fifth street, New York city, Catholic Boys' Association, St. Vincent de Paul Society of New York City.

Keiser, August, No. 73 Johnson Park, Buffalo, Jewish Orphan Asylum Association of Western New York.

*Kellogg, Arthur P. No. 105 East Twenty-second street, New York city, "Charities" Magazine.

Kellogg, Paul U., No. 105 East Twenty-second street, New York city, "Charities."

*Kellogg, Ellen C., No. 76 Johnson Park, Buffalo, Home for the Friendless.

*Kenngott, Louis J., No. 44 West Seneca street, Buffalo, Overseer of the Poor.

*Kenyon, Miss, Buffalo, Secretary State Charities Aid Association.

*Kessel, William, No. 58 Franklin street, Rochester, St. Joseph's Orphan Asylum, Rochester, N. Y.

Kevan, William, P. O. Box 2830, New York city, Northern Dispensary of the City of New York.

Keyes, Dr. Regina Flood, No. 181 Allen street, Buffalo, Dispensary of the University of Buffalo.

*Kiefer, John, No. 946 Michigan street, Buffalo, St. Vincent de Paul Society of St. Michael's Church.

Kiendl, Adolph, No. 2590 Atlantic avenue, Brooklyn, Twenty-sixth Ward Homeopathic Dispensary Association of Brooklyn.

*Kirsch, Rev. J. A. W., No. 280 Hickory street, Buffalo, Evangelical Lutheran St. John's Orphan Home at Sulphur Springs, N. Y.

*Kirchmyer, L. P., No. 283 Stanton street, Buffalo, President St. Vincent de Paul Society of St. Ann's Church.

*Knapp, Mrs. W. R., No. 115 West Ninety-third street, New York city, New York Foundling Hospital, No. 175 East Sixty-eighth street.

*Knight, Mrs. Gertrude W., No. 1007 East Genesee street, Syracuse, Onondaga County Orphan Asylum.
*Kirkpatrick, John J., Patchogue, N. Y., Superintendent of Poor of Suffolk County.
*Koch, Mrs. J. F., No. 487 Ashland avenue, Buffalo, Committee Charity Organization Society, Buffalo.
*Kudlicka, Mrs. Joseph, No. 934 Sycamore street, Buffalo.
*Landsberg, Max, No. 420 Main street East, Rochester, Secretary Jewish Orphan Asylum Association of Western New York.
*Landsberg, Mrs. Max, No. 420 East Main street, Rochester.
*Lathrop, Cyrus Clark, The Capitol, Albany, Inspector State Board of Charities.
*Laverack, Miss Belle R., No. 519 Delaware avenue, Buffalo.
Lawson, Mrs. Frank, Batavia, N. Y., Batavia Humane Society.
*Lee, Porter R., No. 165 Swan street, Buffalo, Assistant Secretary Charity Organization Society.
*Leister, Rev. G. W., No. 117 Nineteenth street, Buffalo, Pastor Zion Evangelical Lutheran Church.
Leontine, Brother, Rector, Westchester, N. Y., New York Catholic Protectory, Male Department.
*Lincoln, Emily P., Iroquois, N. Y., Matron Thomas Asylum for Orphan and Destitute Indian Children, Iroquois, N. Y.
*Lennon, Mrs. John, No. 1328 South avenue, Niagara Falls, N. Y., Charity Organization Society.
*Letchworth, O. P., Buffalo, N. Y.
Leventritt, Miss, No. 34 West Seventy-seventh street, New York, N. Y., Emmanuel Sisterhood.
Levinger, Mrs. L., No. 207 Grape street, Buffalo, St. Barnabas Church.
Lewis, Dr. F. Park, No. 454 Franklin street, Buffalo, President State School for Blind at Batavia.
*Lewis, Hon. George A., No. 31 Erie County Bank Building, Buffalo, President Le Couteulx Institution for the Improved Instruction of Deaf-Mutes at Buffalo.
*Lewis, Mary E., No. 282 Babcock street, Buffalo, Kindergartner Watson House Settlement.
*Lincoln, George I., Iroquois, N. Y., Superintendent Thomas Asylum for Orphan and Destitute Indian Children.
*Lings, Very Rev. A. A. Yonkers, N. Y., St. Vincent de Paul Society.
*Linklater, Mrs. A., No. 7 Fairfield street, Buffalo, Park Presbyterian Church.
*Lodge, Clarence V., Court House, Rochester, Delegate-at-Large for New York State.
*Louden, W. F., Amityville, N. Y., Deputy Superintendent London Hall.
*Long, Edward B., White Plains, N. Y., Superintendent of the Poor of Westchester County.
*Long, Lafayette L., No. 241 Terrace, Buffalo, Superintendent of Poor of Erie County and Delegate New York State.
*Loomis, James H., Attica, N. Y., Craig Colony, Chairman Executive Committee.
*Lord, Walter R., Bath, N. Y.
*Love, Mrs. J., No. 122 Elmwood avenue, Buffalo Orphan Asylum.
*Love, Miss Maria M., No. 184 Delaware avenue, Buffalo, Fitch Creche.
*Lucey, D. B., No. 100 Washington street, Ogdensburg, Inspector Ogdensburg City Orphanage.
*Lyon, Miss Carry, No. 39 Plymouth avenue, Buffalo, Delaware House (Methodist Social Work).
Macdonald, Dr. A. E., Manhattan State Hospital, New York city.
*Magner, E. L., No. 871 Ellicott square, Buffalo.
*Maerkel, Rev. Herman, No. 651 Washington street, Buffalo, St. Michael's Church.
*Maier, Fred, Jr., Seneca Falls, N. Y., President Johnson Home for Indigent Females at Seneca Falls.
*Maley, J. A., Sonyea, N. Y., Chaplain Craig Colony.

*Maloney, Mrs. M. P., Niagara Falls, N. Y., Charity Organization Society.

*Mann, John A., No. 340 Ohio street, Buffalo, Chairman Committee Charity Organization Society.

Marcus, Judge L. W., Surrogate's office, Buffalo, The Jewish Orphan Asylum Association of Western New York.

*Marcy, Mrs. A. E., Buffalo, Ingleside Home.

Marquand, Mrs. Henry, Bedford Station, N. Y., New York State Reformatory for Women at Bedford.

*Martin, Jeremiah N., No. 436 Lenox avenue, New York city, Member Particular Council St. Vincent de Paul Society and Secretary Tenth District Committee Charity Organization Society.

*Mason, Robert, M. D., State Institution for the Feeble-Minded, Syracuse, Assistant Physician.

*Mason, Mrs. R. Z., Buffalo, Homeopathic Hospital, Chairman Executive Board.

*Mayer, Miss Alice C., No. 105 East Twenty-second street, New York city, Supervisor New York Association for Improving the Condition of the Poor.

*Mayer, Julius M., New York Criminal Court Building, New York city.

*McChesney, Emma A., Pawling avenue, Troy, Treasurer State Board of Charities.

*McChesky, W. J., No. 516 Court street, Syracuse, St. Mary's Infant and Maternity Hospital.

*McCormick, Rev. John G., Spring Valley, Summer Home for Poor Children, St. Vincent de Paul Society of New York City.

*McCue, Patrick J., No. 109 East Sixty-fifth street, New York city, St. Vincent de Paul Society of New York City.

*McDonough, Martin, No. 287 Pearl street, Buffalo, Agent Charity Organization Society.

*McGerald, Samuel, No. 627 Main street, Buffalo, Richmond avenue M. E. Church.

McGarr, T. E., Secretary Lunacy Commission, Albany.

*McGoldrick, Michael F., No. 199 Washington avenue, Brooklyn, Vice-President Roman Catholic Orphan Asylum Society.

*McKinney, Alexander, No. 169 Westminster road, Brooklyn, Director Roman Catholic Orphan Asylum, Brooklyn.

*McKinney, A. J., No. 93 Ryerson street, Brooklyn, St. Vincent de Paul Society of Brooklyn.

*McLaughlin, George M., The Capitol, Albany, Secretary State Commission of Prisons.

*McLouth, Charles, Palmyra, President State Custodial Asylum.

*McMahon, Rev. D. J., No. 239 East Twenty-first street, New York city, State Delegate, Supervisor of Catholic Charities, New York city.

*McNaboe, James F., No. 136 West Ninety-second street, New York city, President of one of the Conferences of the Particular Council St. Vincent de Paul Society.

*McWilliams, Mrs. John J., No. 277 Linwood avenue, Buffalo, Home for the Friendless, 1500 Main street.

*Meister, Adam, No. 287 Pearl street, Buffalo, Agent Charity Organization Society.

Merwin, E. F., foot of East Twenty-sixth street, New York city, Superintendent Bureau of Dependent Adults, Department of Public Charities, New York city.

*Mitchell, Mrs. S. S., No. 268 North street, Buffalo.

*Montgomery, Miss Louise, No. 404 Seneca street, Buffalo, Head Worker Welcome Hall Settlement.

*Moore, Miss Marion I., No. 35 Snow Building, Syracuse, General Secretary Associated Charities, Syracuse.

*Moore, Mrs. W. Bowen, No. 162 Highland avenue, Buffalo, President Ingleside Home.

Morey, Mrs. A. E., No. 162 North street, Buffalo, Ingleside Home.

Mulry, Thomas M., 10 Perry street, New York city, St. Vincent's Hospital of the City of New York, President Fourth New York State Conference of Charities.

*Munro, Josiah G., Erie County Bank Building, Buffalo, Charity Organization Society.
*Murphy, Daniel B., Rochester, Craig Colony.
*Murphy, Mrs. Daniel, Rochester, N. Y., Children's Aid Society.
*Murphy, Mary E., No. 420 Third street, Niagara Falls, Secretary Charity Organization Society.
*Murphy, William, No. 287 Pearl street, Buffalo, Agent Charity Organization Society.
*Murray, Mrs., New York, Association of Catholic Charities.
Newsome, Walter, No. 475 Swan street, Buffalo, St. James' Church.
*North, Mrs. Charles J., No. 51 Johnson Park, Buffalo, President Associate Board Buffalo Homeopathic Hospital.
*Norton, Mrs. F. A., No. 551 Masten street, Buffalo.
*Nye, Bertrand W., No. 132 St. James place, Buffalo.
*Nye, Sylveen V., No. 132 St. James place, Buffalo, Trained Nurse.
*Nye, Jane, No. 132 St. James place, Buffalo, Teacher Buffalo Truant School.
*O'Brian, Mrs. John, No. 55 Cleveland avenue, Prison Gate Mission.
*O'Brian, Rev. John H., Chaplain State Industrial School, Rochester.
*O'Brian, John Lord, No. 700 Ellicott square, Buffalo, Chairman District Committee, Charity Organization Society.
*O'Connor, Joseph T., No. 211 Tenth avenue, New York city, Catholic Boys' Association, No. 2 Lafayette place.
*O'Connor, William, Parliament Building, Toronto, Inspector Neglected and Dependent Children's Department.
*Odell, Agnes B., No. 39 Boyd street, Buffalo, District Nursing Association, 65 Franklin street.
*O'Donohue, Mrs. Joseph J., No. 5 East Sixty-ninth street, New York city, President Association of Catholic Charities Ladies' Auxiliary St. Vincent de Paul Hospital.
*O'Donohue, Miss Teresa R., No. 5 East Sixty-ninth street, New York city, Association Catholic Charities, Chairman of Sewing Society.
*O'Malley, Rev. Dominick, Niagara-on-the-Lake, Pastor Roman Catholic Church.
*Osborne, Hon. Thomas M., Auburn, N. Y., President Board of Trustees George Junior Republic, Freeville, N. Y.
*Parker, Le Roy, No. 286 Pennsylvania avenue, Buffalo.
*Parkhurst, Mrs. George W., Buffalo, Home for the Friendless.
*Peck, Mrs. Allen Dwight, No. 49 Imson street, Buffalo, Leader Boys' Club, Watson House, 282 Babcock street.
Pederson, Dr. V. C., No. 16 West Sixty-first street, New York city, St. Chrysostom's Dispensary.
Peterson, Frederic, M. D., President New York State Commission in Lunacy.
*Pommerer, William C., No. 231 West Thirtieth street, New York city, St. Vincent de Paul Society, Conference of St. John the Baptist.
*Porter, Melvin P., No. 419 Mooney Building, Buffalo, Secretary Playground Committee.
*Porter, Mrs. Melvin P., Oak and Goodell streets, Buffalo, Head Worker Neighborhood House (Unitarian Settlement).
*Post, Mrs. D. H., Jamestown, N. Y., Women's Christian Association.
*Potter, D. C., No. 280 Broadway, New York city, Finance Department of New York City.
*Pound, John E., Lockport, N. Y., President Home for the Friendless, Lockport.
*Powell, Mrs. Marcia C., Ghent, N. Y., Manager House of Refuge for Women, Hudson, N. Y.
*Powers, Rev. L. M., No. 196 Lancaster avenue, Buffalo, Church of the Messiah.
*Prince, George G., No. 241 Terrace, Buffalo, Record Clerk, Superintendent of the Poor of Erie County.

Pryor, Dr. John H., No. 475 Franklin street, Buffalo, Trustee of State Institution for Incipient Tuberculosis at Ray Brook.

*Purreput, Mrs. Edward, Associate Manager Newsboys and Bootblacks' Home, Buffalo.

Putnam, Ellen M., Oxford, N. Y., Women's Relief Corps Home.

*Putnam, Harvey W., Buffalo, No. 765 Washington street.

*Ramsdall, Mrs. W. Crawford, Albion, N. Y., State Charities Aid Association.

*Randall, Dr. Lillian Craig, 113 Lafayette avenue, Buffalo, President Riverside Hospital.

Randall, James A., No. 704 S. A. and K. Building, Syracuse, Syracuse Free Dispensary.

*Rearden, Cornelius H., No. 524 Elk street, Buffalo, Student Canisius College, Class of Philosophy.

*Reeder, R. R., Hastings-on-Hudson, New York Orphan Asylum.

*Reeder, Mrs. R. R., Hastings-on-Hudson, New York Orphan Asylum.

Reiman, A. F., No. 71 Hoyt street, Buffalo, Zion English Evangelical Lutheran Church.

*Rhees, Rush, University of Rochester, Delegated and appointed to represent the State.

*Rhodes, W. St. George, No. 86 Lloyd street, Buffalo, Christian Homestead Association.

*Rice, Emily C., No. 536 Cedar street, Niagara Falls, New York Charity Organization Society, First Vice-President.

Riley, Jas. Whitcomb, Buffalo.

*Ring, William G., M. D., No. 364 Niagara street, Buffalo, Society for the Prevention of Cruelty to Children, Member Board of Managers.

*Riselay, W. S., No. 804 West avenue, Buffalo, St. Mary's-on-the-Hill.

Ritch, Amos M., M. D., No. 711 Putnam avenue, Brooklyn, Central Homeopathic Dispensary, Brooklyn.

Roberts, Robert, Blackwell's Island, New York city, Superintendent New York City Home for the Aged and Infirm.

*Roberts, Frank K., No. 315 Mooney Building, Buffalo, Charity Organization Society.

Robertson, Dr. Frank W., Elmira, Superintendent State Reformatory.

*Robinson, George B., No. 415 Broome street, New York city, President New York Catholic Protectory.

*Rochester, Miss Margaret F., No. 238 Elmwood avenue, Buffalo, Sec'y S. P. C. A.

Rockfeller, Dr. H. O., No. 152 Jerome street, New York city, Twenty-sixth Ward Homeopathic Dispensary Association of Brooklyn.

*Rosenberg, Mrs. Amelia, No. 490 Court street, Rochester.

*Rosenberg, Julia, United Hebrew Charities, Rochester.

*Rosenan, Estelle F., Philadelphia, Pa.

*Rous, Leila R., No. 943 Elmwood avenue, Buffalo, Randall's Island, New York.

*Rowe, Dr. Alice E., Gowanda, N. Y., Gowanda State Homeopathic Hospital.

*Ryan, John T., No. 162 Niagara street, Buffalo.

*Ryerson, Mrs. E. G., No. 135 Bird avenue, Buffalo, Masten Park High School.

*Saperston, J. L., No. 355 Linwood avenue, Buffalo, The Jewish Orphan Asylum Association of Western New York.

Satterlee, A. R., M. D., No. 922 Niagara street, Buffalo, Seventh Day Adventists.

Saver, Charles, North Division street, Buffalo, Evangelical Lutheran St. John's Orphan Home at Sulphur Springs.

*Scanlan, Michael J., No. 56 Pine street, New York city, Member State Board of Charities, Albany.

*Schiffert, William M., Canisius College, Buffalo.

*Schlick, Henry N., No. 141 North Union street, Rochester, St. Joseph's Orphan Asylum.

*Schlichter, Gottfried, No. 416 South Fourth street, Brooklyn, St. Catherine's Hospital.

*Schlitzer, Leo M., No. 126 Franklin street, Rochester, St. Joseph's Orphan Asylum.

*Schugens, Dr. M. Elizabeth, No. 378 Ellicott square, Buffalo, Masten Park High School.

*Scoltic, Mrs. Julia W., No. 83 Riverside avenue, Buffalo, Erie County Catholic Agent for Placing-out Dependent Children.

*Seehusen, E. H., West New Brighton, N. Y., Department of Public Charities, Borough of Richmond, New York city.

*Selkirk, Mrs. Charles E., No. 203 Niagara street, Buffalo, Buffalo Homeopathic Hospital, Member Executive Committee.

*Seymour, Mrs. Charles H., No. 712 Elmwood avenue, Buffalo, President Women's Association Central Presbyterian Church.

*Shanahan, B. J., No. 225 Hamburg street, Buffalo, Student Canisius College, Class of Philosophy.

*Shapen, E. L., Associated Charities, Cleveland, Ohio.

*Shifferens, William E., No. 14 Seventeenth street, Buffalo, Board of Supervisors of Erie County.

Sherwood, Mary, Lowville, N. Y.

*Silverberg, Mrs. L. S., No. 932 Niagara avenue, Niagara Falls, Charity Organization Society.

*Silverberg, Miss Sarah, No. 930 Niagara avenue, Niagara Falls, Recording Secretary Charity Organization Society.

*Silke, C. A., No. 7 Chapel street, Auburn, N. Y., Auburn Orphan Asylum.

*Smith, Bertha, No. 105 East Twenty-second street, New York city, Agent of New York Association for Improving the Condition of the Poor.

*Smith, G. W., No. 143 Liberty street, New York city, Special Agent Trunk Line Association.

*Smith, T. Guilford, No. 489 Delaware avenue, Buffalo, President Charity Organization Society.

Snow, Dr. Irving M., No. 476 Franklin street, Buffalo, Delaware Avenue Baptist Church.

*Solomon, Henry, No. 58 East Sixty-fifth street, New York city, United Hebrew Charities, Montifiore Home for Consumptives, Society for the Aid of Jewish Prisoners.

Somerville, Mrs. H. E. S., No. 450 Riley street, Buffalo, St. Barnabas Parish.

*Speechley, Miss Mary A., No. 426 Perry street, District Visitor for St. James' Episcopal Church.

*Spencer, Mrs. E. A., No. 568 Richmond avenue, Buffalo, Director Women's Christian Association.

*Sprague, Clara A., No. 66 Owasco street, Auburn, N. Y., Superintendent Cayuga Asylum for Destitute Children.

*Sprague, Henry W., No. 65 Oakland place, Buffalo, Member Municipal Civil Service Commission.

*Spratling, W. P., Sonyea, N. Y.

Squire, Mrs. W. F., No. 87 Villa avenue, Buffalo, Kenmore Presbyterian Church.

*Stafford, Norman, Canastota, N. Y., Treasurer Western House of Refuge for Women at Albion.

Stanton, Mrs. L., No. 2020 Niagara street, Buffalo, Ripley Memorial M. E. Church.

*Stanton, Rev. Nathan W., No. 130 Bird avenue, Buffalo, Rector of St. Mark's Church.

*Stebbins, Margaret D., Cazenovia, Trustee Home for Destitute Children of Madison County, at Peterboro.

*Steel, Mary C., No. 69 South street, Auburn, N. Y., First Directress Cayuga Asylum for Destitute Children, Vice-President Women's Educational and Industrial Union.

*Steel, Carrie E., No. 30 Buffum street, District Nursing Association, No. 65 Franklin street.

*Stevens, John G., No. 564 West Utica street, Buffalo, State Charities Aid Association.

*Stewart, Mrs. I. N., No. 149 York street, Buffalo, Committee H. Charity Organization Society.

*Stewart, William R., No. 31 Nassau street, New York city, Commissioner First Judicial District, State Board of Charities.

*Stillman, Dr. William O., No. 287 State street, Albany, President The Mohawk and Hudson River Humane Society.

*Stoddard, Enoch V., No. 62 State street, Rochester, President State Board of Charities.

*Stokes, J. G. Phelps, No. 100 William street, New York city, Member of Executive Committee Prison Association of New York, No. 135 East Fifteenth street.

Storck, Mrs. H. D., Buffalo Women's Hospital, Georgia street.

Straub, P. G., No. 76 Chenango street, Buffalo, Zion English Evangelical Lutheran Church.

Sutherland, Mrs. S. G., No. 113 Commercial street, Asbury M. E. Church.

*Taber, Mrs. M. Emmett, No. 376 Franklin street, Buffalo, Women's Union and Young Women's Club of Buffalo.

*Taylor, Mrs. Jessie, No. 360 Elmwood avenue, Buffalo, President Volunteers of America.

*Taylor, Miss Margaret, Kindergartner at Gleason's Settlement, No. 307 Mortimer street, Buffalo.

*Teale, Charles E., No. 1854 Eighty-second street, Brooklyn, Second Deputy Commissioner, Department of Public Charities, Brooklyn.

*Telford, Abbie M., No. 69 North Ashland avenue, Buffalo.

*Templeton, Miss Isabelle, No. 165 Swan street, Buffalo, Agent Charity Organization Society.

Thompson, John C., No. 243 Dearborn street, Buffalo, Riverside Hospital.

*Thomas, Ralph W., Hamilton, N. Y., Commissioner New York State Board of Charities, Albany.

*Tifft, Mrs. Wilson S., No. 196 Linwood avenue, Buffalo, Delaware House.

Tobschall, Sister Ida, German Deaconesses Home, Buffalo.

Topping, Mrs. F., No. 320 Dearborn street, Buffalo, Ripley Memorial Methodist Church.

*Tozier, Mrs. Emily A., Batavia, Batavia Humane Society.

*Truscott, Miss Sarah L., No. 335 Delaware avenue, Buffalo, Board of School Examiners.

*Tucker, Frank, No. 105 East Twenty-second street, New York city.

*Tucker, Mrs. Frank, Wild Cliff, New Rochelle, N. Y.

*Vail, Mrs. Allen, Buffalo, Treasurer Associate Board Homeopathic Hospital.

*Vallier, Miss Susan, No. 165 Swan street, Buffalo, Agent Charity Organization Society.

*Van Arsdale, Mrs. J. H., Castile, N. Y., Visitor State Charities Aid Association.

*Van Hosen, Dr. Carolyn R., Berkeley Hotel, Buffalo, Charity Organization Society.

*Van Orman, Mrs. A. M., No. 3500 Niagara street, Buffalo, Universalist Church.

*Vary, Mrs. P. A., Newark, N. Y., Visitor State Charities Association.

*Viele, Dorr, No. 200 Porter avenue, Charity Organization Society.

*Walker, Mrs. M. C., Watertown, N. Y., Member Bureau of Charities, Watertown.

Walker, N. J., Troy, Mohawk and Hudson River Humane Society.

*Walker, William D., Rt. Rev., Bishop of the Episcopal Church, No. 314 Delaware avenue, Buffalo

*Ward, J. A., Lockport, N. Y., Secretary Home for the Friendless.

*Ward, Mrs. Francis G., No. 676 Seventh street, Buffalo.

*Watters, Mrs. J. E., No. 10 Niagara square, Buffalo, Superintendent Women's Christian Association.

*Weaver, Carolyn A., No. 138 Bolton avenue, Buffalo, Park Presbyterian Church.

Weill, Henry, No. 443 Linwood avenue, Buffalo, The Jewish Orphan Asylum Association of Western New York.

Weill, Louis, D. S., Morgan Building, Buffalo, the Jewish Orphan Asylum Association of Western New York.

* Welch, Miss Jane M., The Algonquin, Buffalo, Chairman Publication Committee of Our Record of the Home for the Friendless.

* Welshe, Anna M., No. 50 Wall street, Auburn, Superintendent Women's Prison, Auburn.

Wemmell, Dr. A. A., 2600 Atlantic avenue, Brooklyn, Twenty-sixth Ward Homeopathic Dispensary Association.

Wendell, Evert Jansen, One Hundred and Seventy-fifth street and Amsterdam avenue, New York city, New York Juvenile Asylum.

* Westfall, Mrs. J. A., No. 420 Michigan street, Buffalo, Friendly Visitor for Charity Organization Society.

* Whelan, Martin L., No. 1022 Sixth avenue, Troy, Vice-President St. Vincent de Paul Society of Troy.

White, Francis H., Brooklyn, N. Y., General Secretary Children's Aid Society.

White, Mrs. J. D., No. 74 Richmond avenue, Buffalo, Ingleside Home.

* White, William J., D. D., No. 285 Willoughby avenue, Brooklyn, Supervisor of Catholic Charities, Diocese of Brooklyn.

* Whiston, Frank G., Buffalo Express, Juvenile Court.

* Weidmann, Rev. Otto, Niagara Falls, Ont., St. Patrick's Church.

* Wikoff, Seward, No. 541 West Utica street, Buffalo, Department State and Alien Poor, State Board of Charities, Buffalo Agent.

* Wilcox, Ansley, No. 641 Delaware avenue, Buffalo, Vice-President Charity Organization Society.

* Wilcox, Mrs. Ansley, No. 641 Delaware avenue, Buffalo, Member Charity Organization Society.

* Wilcox, Miss Frances, No. 641 Delaware avenue, Buffalo.

* Wilcox, DeWitt G., No. 584 West Ferry street, Buffalo, Deacon Delaware Avenue Baptist Church.

* Wilcox, Mrs. D. G., No. 584 West Ferry street, Buffalo, Delaware Avenue Baptist Church.

* Wilcox, M. McG., No. 180 North Pearl street, Buffalo, Welcome Hall.

* Wilkes, Mrs. W. A., No. 32 Hodge avenue, Corresponding Secretary Ingleside Home.

* Wilkinson, Mrs. Mary P., Matron House of Refuge, Randall's Island, New York city.

* Williams, Mornay, No. 305 West Eighty-eighth street, New York city, President New York Juvenile Asylum.

* Williams, Arthur H., Erie County Bank Building, Buffalo, Chairman Committee Foundation Charity Organization Society.

*Williams, Helen Hope, No. 305 West Eighty-eighth street, New York city, Visitor.

* Willett, Mrs. Kate R., No. 10 Niagara square, Buffalo, Matron Women's Christian Association.

* Winter, Ludwin E., 94 Amherst street, Buffalo, Canisius College.

Winters, Byron L., No. 32 Nassau street, New York city, Rome State Custodial Asylum.

* Witbeck, Miss M. L., Spring avenue, Troy, State Board of Charities, Matron Troy Orphan Asylum.

* Wood, Frank S., Batavia, New York State School for the Blind, Trustee, Secretary and Treasurer.

* Wood, James, Mount Kisco, N. Y., President Board State Reformatory for Women, Bedford.

* Wright, William Burnet, Jr., Buffalo, Member Charity Organization Society.

* Wright, Mrs. A. P., No. 27 Oakland place, Buffalo, Home for the Friendless.

* Wurtenberg, Henrietta M., No. 179 Tryon place, Buffalo, Erie County Agent for Placing Out Dependent Children (Protestant).

* Young, Mrs. Albert B., No. 29 Park street, Buffalo, Member of Associate Board Buffalo Homeopathic Hospital, 74 Cottage street.

Yorke, William C., No. 398 First avenue, New York city, Municipal Lodging House.

REPORT OF COMMITTEE ON ORGANIZATION FOR 1904.

OFFICERS OF THE CONFERENCE.

PRESIDENT.

ROBERT W. HEBBERD, Albany, N. Y.

VICE-PRESIDENTS.

REV. MAX LANDSBERG, D. D., Rochester, N. Y.
HON. THOMAS M. OSBORNE, Auburn, N. Y.
REV. DENNIS J. McMAHON, D. D., New York city.

SECRETARY.

EDMOND J. BUTLER, New York city.

ASSISTANT SECRETARIES.

MISS MARION I. MOORE, Syracuse, N. Y.
PAUL U. KELLOGG, New York city.
WELLINGTON D. IVES, Albany, N. Y.

TREASURER.

FRANK TUCKER, New York city.

EXECUTIVE COMMITTEE.

ROBERT W. HEBBERD, Albany (President of the Conference), *Chairman ex officio.*
Hon. William P. Letchworth (ex-President of the Conference), Portage, N. Y.
Hon. Robert W. DeForest (ex-President of the Conference), New York city.
Hon. William R. Stewart (ex-President of the Conference), New York city.
Hon. Thomas M. Mulry (ex-President of the Conference), New York city.
Hon. George McLaughlin, Monticello, N. Y.
Hon. Michael J. Scanlan, New York city.
Nathan Bijur, New York city.
The Secretary.
The Treasurer.

COMMITTEE ON CARE AND RELIEF OF NEEDY FAMILIES IN THEIR HOMES.

Chairman, REV. CAMERON J. DAVIS, No. 449 Delaware avenue, Buffalo.

Rev. Israel Aaron, Buffalo, N. Y.
William H. Allen, New York city.
C. C. Carstens, New York city.
John F. Cochrane, Buffalo, N. Y.
Caryll Coleman, Pelham Manor, N. Y.
Mrs. Almon P. Cooke, Buffalo, N. Y.
Mrs. Wm. Einstein, New York city.
Dr Henry Elsner, Syracuse, N. Y.
John J. Fitzpatrick, New York city.
Dr. Lee K. Frankel, New York city.
Mrs. M. Fullerton, New York city.
Very Rev. T. J. Hickey, D. D., Rochester, N Y.
Salem Hyde, Syracuse, N. Y.
Mrs. Amelia Rosenberg, Rochester, N. Y.
Rev. Wm. J. White, D. D., New York city.

COMMITTEE ON TREATMENT OF THE CRIMINAL.

Chairman, HON. JULIUS M. MAYER, New York City.

John J. Barry, New York city.
Hon. Harry H. Bender, Albany, N. Y.
Dr. Hortense V. Bruce, Hudson, N. Y.
Hon. C. V. Collins, Troy, N. Y.
Miss Alice E. Curtin, Albion, N. Y.
Mrs. August Falker, Syracuse, N. Y.
Samuel B. Hamburger, New York city.
Miss Arria S. Huntington, Syracuse, N. Y.
Hon. Thomas W. Hynes, New York city.
Hon. John P. Jaeckel, Auburn, N. Y.
J. Warren Meade, Auburn, N. Y.
Hon. Thomas Murphy, Buffalo, N. Y.
Hon. Arthur Sutherland, Rochester, N. Y.
John Seely Ward, Jr., New York city.
Mrs. Annie M. Welshe, Auburn, N. Y.

COMMITTEE ON DEPENDENT, NEGLECTED, DELINQUENT AND DEFECTIVE CHILDREN.

Chairman, HON. MORNAY WILLIAMS, New York city.

Mrs. Henry Altman, Buffalo, N. Y.
Rev. N. H. Baker, West Seneca, N. Y.
Richard C. Baker, New York city
Mrs. Lewis Bigelow, Rochester, N. Y.
Paul T. Brady, Syracuse, N. Y.
Rev. J. H. Conroy, Ogdensburg, N. Y
Mrs. John Davenport, Bath, N. Y.
Philip S. Henry, New York city.
Hon. F. H. Hiscock, Syracuse, N. Y.
Charles H. Johnson, Dobbs Ferry, N. Y.
C. C. Lathrop, Albany, N. Y.
L. L. Long, Buffalo, N. Y.
R. R. Reeder, Hastings, N. Y.
Henry Solomon, New York city.
Dr. Wm. O. Stillman, Albany, N. Y.

COMMITTEE ON INSTITUTIONAL CARE OF DESTITUTE ADULTS.

Chairman, MR. DANIEL C. POTTER, Brooklyn.

Hon. P. H. Bird, New York city.
Simon Borg, New York city.
Hon. Earl S. Batchellor, Gloversville, N. Y.
Charles Cauley, Rochester, N. Y.
Miss Mary Vida Clark, New York city.
Byron M. Child, Albany, N. Y.
Philip Cowen, New York city.
Hon. James E. Dougherty, New York city.
Col. Joseph E. Ewell, Bath, N. Y.
Mrs. Georgianna Griffith, Troy, N. Y.
Rev. N. O. Halstead, St. Johnsland, N. Y.
John J. Kirkpatrick, Patchogue, N. Y.
Joseph Maier, Jr., Seneca Falls, N. Y.
Hon. Dennis McCarthy, Syracuse, N. Y.
A. C. Proudfit, New York city.

COMMITTEE ON MENTALLY DEFECTIVE.

Chairman, DR. EUEGNE H. HOWARD, Rochester.

Dr. Charles S. Bernstein, Rome, N. Y.
P. J. Carlin, Rome, N. Y.
Dr. L. Pierce Clark, Brooklyn, N. Y.
Mrs. Charles E. Crouse, Syracuse, N. Y.
Dr. John F. Fitzgerald, Brooklyn, N. Y.
Dr. George E. Gorham, Albany, N. Y.
Frederick Hazard, Syracuse, N. Y.
Mrs. Max Landsberg, Rochester, N. Y.
Rev. J. Maley, Sonyea, N. Y.
Hon. Charles McLouth, Palmyra, N. Y.
Dr. J. M. Mosher, Albany, N. Y.
Hon. Daniel B. Murphy, Rochester, N. Y.
Hon. Wm. H. Parkhurst, Canandaigua, N. Y.
Hon. Stephen Smith, M. D., New York city.
Dr. Wm. P. Spratling, Sonyea, N. Y.

COMMITTEE ON PREVENTIVE SOCIAL WORK.

Chairman, PROF. J. H. HAMILTON, New York City.

Dr. David Blaustein, New York city.
Miss Mary Marshall Butler, Yonkers, N. Y.
Rev. T. J. Cullen, New York city.
Marcellus Hartley Dodge, New York city.
Joseph Gavin, Buffalo, N. Y.
Frederick C. Gratwick, Buffalo, N. Y.
Prof. Delmer Hawkins, Syracuse, N. Y.
A. J. McKenney, Brooklyn, N. Y.
Miss Louise Montgomery, Buffalo, N. Y.
Mrs. Joseph J. O'Donohue, New York city.
Hon. Simon W. Rosendale, Albany, N. Y
Julius L. Saperston, Buffalo, N. Y.
Charles B. Stover, New York city.
Miss Lillian D. Wald, New York city.
M. L. Whelan, Troy, N. Y.

COMMITTEE ON POLITICS IN PENAL AND CHARITABLE INSTITUTIONS.

Chairman, PROF. FRANK A. FETTER, Ithaca.

Joseph T. Alling, Rochester, N. Y.
Hon. Charles Andrews, Syracuse, N. Y.
Hon. George F. Canfield, New York city.
George E. Dunham, Ithaca, N. Y.
Rev. J. Westby Earnshaw, Lowville, N. Y.
Hon. Homer Folks, New York city.
Hon. Jasper N. Hammond, Syracuse, N. Y.
Hon. George A. Lewis, Buffalo, N. Y.
M. F. McGoldrick, Brooklyn, N. Y.
James F. McNaboe, New York city.
Thomas M. Osborne, Auburn, N. Y.
Herbert E. Parsons, New York city.
Hon. Henry A. Richmond, Buffalo, N. Y.
Cyrus L. Sulzberger, New York city.
Charles B. Wheeler, Buffalo, N. Y.

INDEX.

PAGE.

Aaron, Dr. Israel.....viii, 93, 149, 317
Allen, Wm. H..... 317
Alling, Joseph E.....viii, 142, 149, 319
Allison, Dr. H. E..... 22
Almy, Frederic.....vii, viii, 2, 25, 46, 149, 173, 220, 281
Altman, Mrs. Henry..... 318
Andrews, Hon. Charles..... 319
Americans, Making of (paper)..... 230
Bailbache, Dr..... 213
Bailey, Dr. Pearce.....viii, 195
Baker, Rev Nelson H.....vii, 108, 137, 318
Baker, Richard C.....vii, 61, 318
Barrows, Rev. S. J.....viii, 24, 47, 220
Barrows, Mrs. S. J..... 204
Barry John J.....viii, 149, 318
Bartow Mrs. Bernard.....vii, 108
Batchellor E. S.....203, 204, 205, 318
Bedford reformatory.....51, 191
Bender, H. H..... 318
Bergen, Mrs. Tunis G.....viii, 268
Bernstein, Dr. Charles.....201, 208, 289, 318
Bertillon measurements..... 24
Bigelow, Mrs. Lewis..... 318
Bijur Nathan.....vii, 55, 61, 317
Bird, Hon. P. H..... 318
Bishop, F. H..... 79
Blackwell's Island..... 28
Blaustein, David.....40, 231, 318
Blight of Politics (paper)..... 150
Borg, Simon..... 318
Brady, Paul T..... 318
Brant, Miss Lilian..... 255
Bressler David Maurice.....vii, 108
Brown, Rev. Frederick C.....viii, 24
Brown, George R.....vii, 108, 118
Brown, Herbert S.....viii, 149
Bruce, Dr. Hortense V.....viii, 24, 318
Buck, William B..... viii
Buffalo Juvenile Court..... 46
Burrill, Henry D.....vii, 61
Burritt, Olin H.....vii, 108
Butler, Edmond J.....vii, 24, 317

PAGE.

Butler, Miss Mary M. 318
Canfield, Geo. F. .... viii, 220, 319
Cantor, Borough President 179
Carlin P. J. 318
Carlisle, Dr. Chester L. 215
Carson, James C. viii
Carstens, C. C. 317
Cary, Thomas .... viii, 230
Cases, Six special 61, 82, 89
Cauley, Charles .... vii, 318
Charity Organization Society 5, 7, 9, 10, 15
Child, Byron M. 318
Children, Report on 102
Children's Courts 45, 46, 47, 103
Children, Placing Out (resolution) 219
Children, Supervision in Foster Homes (paper) 196
Civil service 267
Civil Service Reform in Its Practical Workings (paper) 164
Clark, Mrs. Laura B. .... viii, 268
Clark, Dr. L. P. 318
Clark, Miss Mary Vida 318
Clinton prison 23
Coleman, Caryl .... vii, 61, 317
Cochrane, John F. 317
Collins, C. V. 318
Colton, Rt. Rev. Chas. H. 5
Conference, Interstate (resolution) 220
Conroy, Rev. J. H. .... viii, 318
Constitution and By-Laws 298
Cooke, Mrs. Almon P. 317
Corbusier, Dr. 213
Craig Colony for Epileptics 186, 274
Craig, Mrs. Oscar .... vii, 61
Crane, John .... viii, 149
Criminal, Report of Committee on the 19
Cronyn, Miss Elizabeth .... vii, 62
Crothers, T. D. 92
Crouse, Mrs. Charles E. .... viii, 208, 230, 318
Cowen, Philip 318
Cullen, Rev. Thos. J. .... viii, 230, 318
Curtin, Miss Alice E. 318
Danforth, Mrs. Henry G. .... viii, 230
Dannemora State Hospital 22, 23
Davenport, Mrs. John .... viii, 24, 318
Davis, Rev. C. J. 317
Davis, Katherine Bement .... viii, 24
de Forest, Robert W. .... vii, 14, 317
Delinquent Parents (paper) 108
Desertion of families (resolution) 22

PAGE.
Devine, Edw. T. ..... vii, 25, 37, 52, 86, 208, 218, 220
De White Reformatory, Illinois 40
Dewing, Dr. O. M. viii
Doane, Rt. Rev. Wm. C. vii
Dodge, M. H. 318
Douglas, Wm. A. ..... viii, 149
Dougherty, Hon. James E. 318
Dunham, Geo. E. ..... viii, 149, 319
Earnshaw, Rev. J. Westby 97, 125, 185, 208, 319
Easton, Christopher 217, 280
Economic Aspects of Material Relief (paper) 86
Einstein, Mrs. Wm. 317
Ellison, F. T. 185
Elmira State Reformatory 19, 28, 51, 113
Elsner, Dr. Henry 317
Epileptics 22, 186
Ewell, Col. Joseph E. 318
Falker, Mrs. Augustus ..... viii, 24, 39, 318
Farrell, James P. 37, 123
Feeble-Minded, Institution Care of the (paper) 195
Fetter, Prof. Frank A. 124, 182, 318
Fitzgerald, Dr. John F. ..... viii, 268, 318
Fitzpatrick, John J. 317
Folks, Hon. Homer 173, 174, 178, 319
Ford, Mrs. L. F. ..... vii, 61
Foster Homes, Supervision of Children in (paper) 126
Frankel, Dr. Lee K. ..... vii, 19, 25, 317
Fronczak, Dr. Francis E. 259
Fullerton, Mrs. M. 317
Gavin, Joseph E. 318
Gaynor, Judge 52
George Junior Republic 112, 126, 150
Gladstone, Wm. E. 11
Golden, James D. 40
Gorham, Dr. George E. 318
Gratwick, Frederick C. 318
Gratwick, Wm. H. ..... viii, ix, 24
Greene, Dr. Walter D. 3
Griffith, Mrs. Georgianna 318
Grosvenor, Dr. Frank L. 214
Grunder, D. C. ..... viii, 268
Guttman, Rev. Dr. 39, 100
Hale, Wade W. E. 228
Halstead, Rev. N. O. 318
Hamburger, Samuel B. 318
Hamlin, Chauncey J. ix
Hamilton, Prof. J. H. ..... vii, 61, 318
Hammond, Hon. J. H. 319
Hart's Island Reformatory 28, 29, 32

PAGE.
Haviland, Dr. C. Floyd....212, 214
Hawkins, Delmer.... 318
Hazard, Frederick R.... 318
Hazard, Mrs. Frederic R....viii, 149
Hebberd, Robert W....vii, 123, 136, 281, 317
Hendrick, Rt. Rev. T. A....vii, 108, 243
Henry, Philip S.... 318
Hickey, Rt. Rev. T. F....viii, 230, 317
Hill, Dr. Robert W....viii, 24, 261, 268, 297
Hillis, Charles D....vii, 108
Hinds, Rev. Herbert C.... 274
Hiscock, Hon. F. H.... 318
Holmes, Rev. S. V. V....vii, 1, 4, 18
Howard, Dr. E. H....25, 194, 220, 293, 318
Howland, Henry R....vii, 108
Hunter, Robert....vii, 230
Hunter, Rev. R. V.... 278
Huntington, Miss Arria S.... 318
Hurd, Dr. A. W....viii, 185, 195, 207, 208, 289
Hyde, Salem.... 317
Hynes, Thos. W....viii, 24, 25, 31, 35, 37, 220, 318
Insane, Hospitals for Tuberculous (paper).... 209
Insane, Tent Life for Tuberculous (paper).... 212
Insane....22, 186
Institutional Care of Destitute Adults (report).... 261
Institution Care of the Feeble-Minded (paper).... 195
Ives, Wellington D.... 317
Jackson, Rev. S. M....viii, 24
Jaeckel, Hon. J. J.... 318
Johnson, Chas. H.... 318
Jurke, Frau....111, 113
Juvenile Offenders (paper).... 25
Keating, Redmond....viii, 230
Kellogg, Paul U....vii, 317
Kirkpatrick, John J....viii, 268, 318
Knight, Mayor E. C.... 3
Knight, Mrs. Gertrude W....vii, 108
Lamb, Dr. R. B.... 23
Landsberg, Max....vii, 24, 98, 230, 317
Landsberg, Mrs. Max....viii, 318
Lathrop, C. C.... 318
Lee, H. Shumway....viii, 230
Letchworth, Hon. Wm. P....vii, 12, 14, 218, 317
Lewis, Hon. Charlton T.... 227
Lewis, Dr. F. Park.... 282
Lewis, Hon. Geo. A....vii, 3, 319
Lodge, Clarence V....205, 269
Long, Edward B....viii, 268
Long, Lafayette L....24, 318

PAGE.
Love, Miss Maria M.....vii, 108
Low, Hon. Seth.....168, 177, 184
Lowell, James Russell.....150, 160
Lowell, Mrs. Josephine Shaw.....viii, 24
Lunacy, State Commission in.....146, 188, 194
Mabon, Dr. Wm.....viii, 195
Macdonald, Dr. A. E.....viii, 24, 209, 212
MacFarlane, Dr. Andrew..... viii
Maier, Joseph, Jr..... 318
Making of Americans (paper)..... 231
Maley, Rev. J. A.....viii, 318
Manual training 40
Martin, John.....viii, 230
Mason, Dr. Robert..... 195
Mayer, Judge Julius M.....41, 47, 220, 318
Mayo, W. W.....viii, 24
McCarthy, Hon. Dennis.....vii, 25, 108, 318
McGoldrick, M. F..... 319
McKinney, Alexander.....vii, 61
McLaughlin, Hon. George.....viii, 24, 31, 317
McLouth, Judge Charles.....viii, 205, 318
McKenny, A. J..... 318
McMahon, Rev. D. J.....vii, 25, 61, 73, 98, 220, 317
McNaboe, James F..... 319
Meade, J. Warren..... 318
Mentally Defective (report)..... 186
Merwin, Edwin F.....viii, 268
Milburn, John G..... 10
Misdemeanants Over 16 (resolution).....37, 219
Misdemeanants Over 18 (paper)..... 41
Montgomery, Miss Louise..... 318
Moore, Miss Marion I.....83, 217, 317
Moral Safeguards and Relief Given (paper)..... 73
Mosher, Dr. J. M.....viii, 318
Mulry, Thomas M.....vii, 2, 12, 13, 218, 221, 317
Mulvey, Rev. Thos. J.....viii, 24
Munro, Josiah G.....vii, 61
Murphy, Daniel B.....viii, 25, 149, 217, 318
Murphy, Hon. Thomas.....viii, 24, 46, 318
Needy Families in Their Homes (report)..... 55
Newark State Custodial Asylum.....186, 206
Nichols, Wm. I.....vii, 61
O'Donohue, Mrs. Joseph J.....viii, 230, 318
Organization, Committee on.....24, 217
Osborn, Wm. Church.....viii, 195
Osborne, Hon. Thomas M.....vii, 52, 108, 126, 150, 180, 317, 319
Ozanam, Frederic..... 79
Paine, Robert Treat..... 79
Pan-American Exposition 213

PAGE.
Parents, Delinquent (paper) 108
Parkhurst, Hon. W. H. 318
Parole 20
Parsons, Herbert E. 319
Peterson, Dr. Frederic 209, 213
Pettit, Dr. Louis C. 216
Placing Out Children (resolution) 219
Politics, Blight of (paper) 150
Politics in Charitable and Penal Institutions (report) 142
Pomeroy, Robert W. vii
Porter, Melvin P. ..... viii, 230, 245
Potter, Dr. D. C. ..... viii, 25, 149, 279, 281, 318
Prayer 1
President's address 13
Preventive Social Work (report) 221
Proudfit, A. C. 318
Pryor, Dr. John H. 216, 217
Pulleyn, John J. ..... viii, 230
Putnam, Miss Kate ..... viii, 268
Ray Brook 216
Raymond, Rev. E. V. V. ..... viii, 230
Receptions 18, 217
Reception Committee ix
Reeder, R. R. 318
Reformatory for Misdemeanants Over 16 or 18 ..... 18, 41
Remington, Miss Mary E. ..... vii, 61
Resolutions 12, 37, 207, 208, 281
Resolutions, Committee on 25
Resolutions, Report of Committee on 218
Rice, Wm. G. ..... viii, 149
Richmond, Miss Mary E. 79
Richmond, Hon. H. A. 319
Roberts, Robert ..... viii, 268
Robertson, Dr. F. W. ..... viii, 19, 24, 292
Rome State Custodial Asylum 186, 201, 203, 205, 218, 289
Rosenberg, Mrs. Amelia ..... vii, 61, 317
Rosendale, Hon. Simon W. ..... viii, 268, 318
Rowe, Dr. J. T. W. 216
St. Vincent de Paul 6, 79
Sage, Dr. 291
Saperston, Julius L. 318
Scanlan, Hon. M. J. 13, 122, 220, 317
Schlick, Henry L. ..... viii, 268
Schuyler, Miss Louisa Lee ..... viii, 195
Sing Sing 40
Smith, Geo. B. ..... viii, 268
Smith, Dr. Stephen ..... viii, 318
Smith, Hon. T. Guilford ..... ix, 10
Solomon, Henry 318

PAGE.
Spencer, Herbert 77, 99
Sprague, Henry W....157, 179
Spratling, Dr. Wm. P....viii, 195, 208, 318
Stebbins, Miss Margaret D....viii, 268
Stewart, Hon. Wm. R....vii, 2, 14, 104, 121, 317
Stillman, Dr. Wm. O....vii, 35, 108, 318
Stoddard, Dr. Enoch V....viii, 19, 195
Stokes, J. G. Phelps....viii, 217, 221, 230
Storrs, Hon. William H....viii, 268
Stover, Chas. B.... 318
Sutherland, Hon. Arthur.... 318
Sulzberger, Cyrus L....318, 319
Syracuse Institution for Feeble-Minded Children....186, 206
Teale, Hon. Chas. E....viii, 268
Tent Life for Tuberculous Insane.... 212
Time and Place, Committee on.... 25
Timon, Bishop.... 7
Truscott, Miss Sarah L....viii, 230
Tuberculous Insane, Hospitals for.... 209
Tuberculous Insane, Tent Life for.... 212
Tucker, Frank....vii, 12, 24, 79, 177, 180, 217, 317
Twentieth Century Club....18, 97, 220
Wade, Frank E.... 220
Wald, Miss Lillian D.... 318
Ward, J. A.... 125
Ward, John Seely, Jr.... 318
Waters, Mr.... 281
Weeden, Willis L....vii, 108
Welshe, Mrs. Annie M.... 318
Whelan, M. L.... 318
Wheeler, Charles B.... 319
White, Francis H....vii, 108, 126, 136
White, Wm. J., D.D....vii, 102, 108, 120, 121, 317
Wife desertion (resolution).... 220
Wilcox, Ansley 164, 178, 183
Wilkin, Judge 37, 47, 102
Williams, Arthur H....vii, 61
Williams, Mornay 239
Wilson, Dr. Thomas....viii, 24
Women's Educational and Industrial Union....217, 220
Wood, James....51, 220
Wright, Dr. Arthur B.... 215
Wright, Wm. Burnet, Jr....viii, 149

APPENDIX II.

PROCEEDINGS

OF THE

Thirty-Third Annual Convention

OF THE

COUNTY SUPERINTENDENTS OF THE POOR

OF THE

STATE OF NEW YORK,

HELD AT THOUSAND ISLAND PARK, N. Y., JUNE 23, 24, 25 AND 26, 1903.

OFFICERS AND COMMITTEES.

Organization for 1903-1904.

President.....PATRICK REDMOND, Watertown, N. Y.
1st Vice-President.....JOHN KIRKPATRICK, Suffolk Co.
2d Vice-President.....WM. VAN DUZER, Chemung Co.
Secretary and Treasurer.....J. W. IVES, Wyoming Co.

Committee on Organization.

J. J. KIRKPATRICK, Suffolk.

W. W. COLLINS, Newburgh city. ALBERT H. LEE, Niagara.
WM. B. SMEALLIE, Montgomery. JOHN T. DAVIES, Herkimer.

Committee on Legislation.

C. V. LODGE, Monroe.

FREDERICK HOWARD, Erie. D. W. HITCHCOCK, Dutchess.
CORTLAND CROSMAN, Genesee. E. SPICKERMAN, Schoharie.

Committee on Resolutions.

DR. ROBERT W. HILL (State Board of Charities).

E. F. ELLSWORTH, Monroe. W. H. TOWNSEND, Yates.
R. C. QUINN, Chenango. WM. VAN DUZER, Chemung.

Committee on Topics.

CYRUS C. LATHROP, Albany.

HENRY MAYBEE, Putnam. LEVI A. PAGE, Ontario.
MRS. JENNIE E. HOUSE, Erie. E. F. MERWIN, New York.

Committee on Time and Place.

C. B. DEAN, Tioga.

D. C. SMITH, Oneida. HENRY D. KERR, Suffolk.
G. H. CRAFT, Genesee. A. D. SMITH, Essex.

MISS MARY U. GREENVILLE, Stenographer,
Buffalo, N. Y.

Proceedings Thirty-Third Annual Convention
June 23, 24, 25 and 26, 1903

The thirty-third annual convention of the County Superintendents of the Poor of the State of New York was opened Tuesday morning, June 23, 1903, with prayer by Dr. Robert W. Hill, followed by music by the Syracuse University orchestra.

The Convention was then welcomed by Mr. R. P. Grant, of Clayton, a member of the board of supervisors of Jefferson county, who said:

MR. PRESIDENT, LADIES AND GENTLEMEN:

By request of the Board of Supervisors of Jefferson county and our late friend, Mr. John R. Washburn, I welcome you to-day to our county. My theme will be "Our County" which it may interest you to know is the tenth in the United States in the total amount of its products. From an agricultural and dairy standpoint it leads all other counties in the State; has six seed houses and several hundred acres of the best farming lands to grow these seed products. Our farmers are selling about a million dollars worth of fine timothy hay annually, and keep enough to winter 60,000 cows and several thousand horses. We have twelve milk stations sending milk to New York every day in the year and this milk would make us 60,000 cheeses annually, worth $850,000. We have several creameries, the Rosemarie and Adams being the largest in the State. We have at Antwerp the Beaumont cheese factory that receives in the flush of the season over 50,000 pounds of milk per day. This milk is made up into ten or twelve different kinds of fancy cheese. We also have fifty limburger cheese factories that have an annual output of $30,000

worth. We have also over 100 American cheese factories with an annual output of over $1,000,000. The sales of full cream cheese in our cheese board at Watertown are greater than any other cheese board on the American continent.

Jefferson county has furnished to the United States, Hon. J. M. Bronson, judge of the United States District Court for the State of Minnesota, a Governor and a United States senator, the late Senator Davis of Minnesota. And she has furnished to the State of New York five judges of the Supreme Court; one judge of the Court of Appeals, Hon. D. O'Brien, a judge of the Court of Claims, Hon. W. E. Porter; one judge of the Appellate Division, Hon. P. C. Williams; one engineer and surveyor for three terms, S. A. Bond; one superintendent of public instruction, Hon. Charles R. Skinner; one State assessor, J. D. Allis; two candidates for governor, not elected; one lieutenant-governor, Hon. W. A. Beach, and also one of the best governors the State ever had, the late Roswell P. Flower; also United States consul to England, the late Col. A. D. Shaw.

Mr. President, and ladies and gentlemen, you are now on the border of our country, within two miles of the international line between this country and Canada and in the midst of the Thousand Island archipelago where twenty million dollars are invested in cottages, hotels, parks and boats. The greater part of this vast amount of money is invested within ten miles of this Thousand Island Park which has during the months of July and August a population of 10,000. The Thousand Islands is destined to be the greatest summer resort of the country, with the best fishing grounds of the United States and Canada among them, and in behalf of our county I welcome you all, and I voice the sentiment of every one of our citizens in bidding you welcome. We hope that this will be the best convention you have ever had, and that your visit to this great summer resort will be a pleasant one, which will give you many delightful memories in future days.

Proceedings of the County Superintendents of the Poor.

MR. LAFAYETTE L. LONG, President of the Convention, responded as follows:

MR. GRANT, LADIES AND GENTLEMEN, ASSOCIATES AND FRIENDS OF THE CONVENTION: And especially the good people of Watertown and Jefferson county. In this our annual Convention we are convened in a beautiful spot, and at the threshold are met by such kindly greetings and hearty welcome from representative citizens that we wish in some wise to signify our appreciation and pleasure. We had expected to meet, foremost among you, one who for twenty years has been most forward in this work of ours, and it seems fitting that response to your welcome should come from the lips of those veterans among you who were longest associated with Mr. Washburn, and I will call upon Mr. Levi A. Page, of Ontario county, who has known him for many years, to do this.

Mr. PAGE spoke as follows:

MR. PRESIDENT, AND LADIES AND GENTLEMEN:

Twelve years ago this summer I first met Mr. Washburn at one of our meetings. Since that time I had come to know him intimately, meeting him each year at our Conventions and some years several times outside of the Convention, and I know him to be a kind, true friend. His counsel and advice upon all matters of charity were of the best; they were apppreciated by every one who came to know him, and I cannot express to you my feeling upon receiving a telegram from Mr. Redmond the morning after he died, notifying me of his death. I had been in frequent correspondence with him for two or three months previous to that time in making arrangements for this Convention, and to hear of his death only two or three days before the final arrangements for our program were made, was a very great shock to me. Mr. Washburn was a man who made a good friend, and to know him one could not but appreciate his kind ways, and I trust that before the Convention closes suitable resolutions upon his death may be passed and entered upon our minutes.

Proceedings of the County Superintendents of the Poor.

President LONG then called upon Mr. JAMES W. IVES, of Wyoming, one of the oldest members of the Convention, who responded as follows:

MR. PRESIDENT, AND LADIES AND GENTLEMEN:

It is with a heart bowed down with sorrow that I come before you, as it has been since I received notice of the death of John R. Washburn. I wish that I had words to express to the Convention the loss to myself of a firm friend, and also the loss the Convention sustains in the death of our friend and brother. It has been my privilege to meet him in our Conventions for sixteen years, and you who are older in this work will appreciate what a help he has been to us. It does not seem to me that the Convention will be complete or hardly a success without his advice and counsel. As an officer of the Convention for a number of years, I had learned something of his worth. Whenever in need of help, financially or otherwise, I looked to Mr. Washburn, and never looked in vain. He was full of sound common sense, good judgment and an intense desire for the success of all of our meetings, and we shall miss him sadly. For fifteen years he has had more to do in the conduct, success and perpetuity of our Conventions than any other member. All was done in his quiet, modest, unassuming manner, ever ready to meet the responsibilities of the situation with a cool head and good judgment. I was shocked beyond measure when I received the telegram from Mr. Redmond announcing his death. I tried to make myself believe it a mistake. I thought it could not be possible. But to-day we are assured of the sad fact in not receiving the cordial greeting and happy welcome and in missing the glad handclasp of our dear brother superintendent. I know something of the interest with which he was looking forward to this assembly in his own county, and of his anxiety to make it a success, and the great pleasure he anticipated in receiving us here. It remains for us who are left to double our energies, and with increased zeal strive, not only to make this Convention one of the l

in our home work to emulate the strict honesty, integrity and uprightness which characterized him in his work.

Dr. ROBERT W. HILL, of Albany, then spoke of Mr. Washburn:

MR. PRESIDENT, AND LADIES AND GENTLEMEN:

It is said that "death loves a shining mark," but we know death is not a respecter of persons. It is because of the deep sense of personal loss which comes to us when a friend is taken, the sense of public loss when an official is called away, one who has discharged his duty with fidelity to the interests of the public, that we think that death has aimed his arrow at the dearest, the best and the highest. One is taken who has ministered in high position for a long time and has won the confidence of his fellows and is looked up to with the greatest respect, and we feel a deeper sense of public loss when he is taken than we do for those who are not charged with high responsibilities. We ask what he has accomplished. John R. Washburn was a noble man, a successful man, a man representing the highest type of life. His heart was filled with good impulses. When you met him and talked with him, you knew he was one whose chief interest in life was to help his fellowmen. When you counseled with him upon public questions, you knew he was not moved by selfish impulses, and though you might differ from him, you were compelled to respect his judgment, and to feel that whatever he said or undertook was because it represented his best judgment. The county, which for over twenty years has had the services of an official of this character, is to be congratulated, for, even when he is dead, his work is not ended. He leaves behind him a method which must be followed by his successor. He leaves a public recognition which will not be satisfied with service any less useful and no less pledged to that which is best and highest. This Convention has been fortunate in having in its sessions the help of a man of this character. Men from all over the State have met and clasped his hand, men pledged to the betterment of humanity, but in all the gatherings of your association there was

no man more earnest, more faithful or more honored than Mr. Washburn, and I think as our associate from Ontario county has said, that suitable resolutions should be passed and incorporated in our minutes, recording our sense of the services of John R. Washburn, and move that the President appoint a committee to draft such resolution.

PRESIDENT LONG: It has been moved and seconded that a committee be appointed to prepare a suitable memorial on the death of Mr. Washburn, and I hereby appoint as such committee Dr. Robert W. Hill, Mr. Patrick Redmond, Mr. James W. Ives and Mr. Levi A. Page.

PRESIDENT LONG then delivered the annual

ADDRESS BY THE PRESIDENT.

LADIES AND GENTLEMEN:

In taking up the work of the Convention it has been customary for the presiding officer to make a few remarks upon the general course and tenor of our deliberations. It is intended more that a glimpse of what we have done and what we expect to do may be given to those associates of the Convention who have not done service here before, than that any instruction or information will be afforded to the veterans whose annual presence has lent value and impetus to the work of the Convention in the past.

It is the policy of the Convention to welcome to its deliberations, and invite to its assistance, every person interested in the administration of charity, whether working in New York State, or in any sister State. With this declaration is extended the hearty welcome of this Convention to all without exception. We recognize that our problem is not only national but world-wide, and that the adoption of correct methods everywhere will sooner abate the evils flowing from improper administration of charity.

We are glad to note a constantly growing attendance. Your presence tells us that the leaven of reformation is working and will produce results. We hope and expect you have come to tell us something, but it is an encouragement, at least, if we find

you have come solely to learn something about how to do the work better. The growing interest in the work, the accomplishments of the past, and the plans for the future, lend assurance that still more will be accomplished.

The history of this Convention, although familiar to some, is always new to many. The first State Convention was held on the 12th of July, 1871, at Syracuse. Previous occasional meetings had been held, paving the way for the creation of this body. Prominent in the organization from the first were, William P. Letchworth, of Livingston county; Charles S. Hoyt, of Ontario; Henry E. Van Vliet, of Onondaga; George E. McGonegal, of Monroe, and Morris M. Olmsted, of Cayuga.

The "Grim Reaper" has been busy among these warriors, and though new soldiers and officers have stepped up to fill the breach, the missing ones who have fallen represent a great and distinct loss to the movement for the reformation of methods in charity work.

The removal of children from poorhouses, thus separating them from adult paupers, is one of the monumental steps in this progress which will ever recall the name of William P. Letchworth. New York State passed the first law in 1875, aimed at this reform, in the passage of which Mr. Letchworth was largely instrumental.

The tramp problem, met by the State and Alien Poor Laws, recalls the name of Charles S. Hoyt.

Parallel with the passage of these State laws the national legislature was placing the first restrictions upon immigration, "The Chinese Exclusion Act and Contract Labor Law."

Outdoor relief ran riot in the early seventies, and for nearly a score of years in many counties it became a crying evil, and among the names of those who rose in opposition are Mr. George E. McGonegal, of Monroe county, Dr. H. C. Taylor, of Chautauqua, and John R. Washburn, of Jefferson. The per capita reduction of outdoor relief in New York State during the last fifteen years has been over seventy per cent., so that it may be said that

only by reason of epidemic or panic can extraordinary provision be legitimately called for in the nature of temporary relief for any particular locality.

The history of reform in the treatment of the insane is a volume by itself, of which only two parts are history and the third part is being written.

Institutional relief is making history fast enough, as touching the temporarily and permanently indigent.

But we have a class of feeble-minded and degenerates, not so numerous to be sure, for which no adequate provision has yet been made by the State of New York; for which it is the duty to provide in fitting manner, and to accomplish which end this Convention on principle stands pledged to lend its aid.

The method of work for this Convention has been to assign topics of greatest interest for the preparation of papers to open and invite discussion. The records of this Convention are replete with valuable information so gained. The field is too broad for any one meeting to cover all the ground, but the general acquaintance of the associated members, brought about by this annual meeting, is of benefit according to the extent that you make it the open door for private discussion and correspondence; and this, again, is one of the direct objects of this Convention, to bring the units of this army of workers together into line that you may all work in unison, and benefit each other by the exchange of ideas and experiences.

And if this address shall accomplish this end of introducing you each to the other, intent on getting mutual help and benefit in our common work, so that you may all learn something, then its purpose is attained whether I talk five minutes or an hour. You are all here to get acquainted, to get more interest in your work, to learn something, and to give the rest of us your experiences.

It is not my purpose to open up any topic for discussion, and it would be discourteous to the Committee on Topics, who have given their time to the creation of an order and system of procedure for this meeting, but it seems proper to call attention to the

fact that the most important department of public charity, is the Children's Bureau.

The dependent and criminal class is recruited from the ranks of innocent childhood, if you are not careful what becomes of the child that passes through the asylum door. Accident to the parents, misfortune and illegitimacy are constantly adding to the candidate's class in pauperism. The old and decrepit, the intemperate, the halt and blind, will soon pass to the grave, but the family of orphan children cast on the hands of the Superintendent of the Poor calls for the wisest action, and the most complete system of administration to educate the child, supply home influences, and avoid the pauper habit. If the child be not a degenerate it need not be a pauper. How completely equipped some of the counties are in this field of effort some of our associates will tell us at the proper time; the Children's Bureau is the most important one in the administration of charity to-day. May the thought be brought home for your reflection.

President Long then declared the Convention open for regular business.

Secretary James W. Ives of Wyoming read letters of regret received from Superintendent D. C. Grunder of Allegany, and Mr. William P. Constable of Yonkers. Also a letter received from Dr. H. C. Taylor in answer to the resolution of last year's convention in regard to his absence for the first time in many years from its meetings. Convention then adjourned until 3 p. m.

TUESDAY AFTERNOON SESSION.

Convention called to order by President Long at three o'clock.

President Long then introduced Mr. Byron M. Child, Superintendent of State and Alien Poor, who read the following paper.

NON-RESIDENT POOR.

The State of New York, in the maintenance of its public institutions and the various agencies [illegible] tribution of public funds for relief, repre[illegible] it. It is

a recognized fact that the poor must be assisted and relieved, and the question how best to accomplish this result is one that is ever before us for discussion.

One of the most necessary features to consider is what constitutes the right of a person to obtain relief, and who should furnish it. For this reason laws have been enacted making generous provision for the relief of the needy and destitute, and placing the responsibility for the supervision and distribution of this relief upon certain officers who are either elected or appointed.

The dictionary defines a poor person as "one lacking the comforts of life * * * a person entirely destitute of property or means of support, particularly one who becomes chargeable to the public." The statute defines a poor person as "one unable to maintain himself," and further enacts that "such person shall be maintained by the town, city, county or state" as thereinafter provided. Thus a classification is established at the outset, and it remains for the constituted authorities to inquire into the circumstances to determine where the responsibility rests for relief.

Whenever one applies for relief as a poor person the question of residence or settlement is the first point to consider, and recourse is again had to the statute. "Every person of full age who shall have been a resident or inhabitant of any town or city for one year * * * shall be deemed settled in such town or city, and shall so remain until he shall have gained a like settlement in some other town or city in this State, or shall remove from this State and remain therefrom one year."

The question of residence as thus defined by law seems at first sight a simple affair. In reality it is extremely complex, as will be found by reference to the numerous contests in the courts.

But it is to the last named group in our classification that attention is especially invited, the "stranger" or "sojourner" designated as "state" or "non-resident" poor. The dictionary defines a non-resident as "one who does not reside within the jurisdiction," and under our laws we are to deal kindly with

"the stranger within our gates." In this, modern law only keeps pace with ancient custom, when society was less complex than it is to-day—the custom of providing entertainment for the stranger dates from the earliest times. Travelers speak in glowing terms of the hospitality of some Oriental countries, which is extended to all, regardless of rank or station in life. But hospitality is liable to abuse.

In our own State the first laws enacted for the relief of the poor were experimental. As society advanced and interests became more complex, the necessity for protection from the evils resulting from pauperism was apparent. As is usual in such cases, effort was made to correct the evil by legislation, and one of the first laws enacted was for the purpose of restricting immigration.

The present State law is a development of earlier statutes and while perhaps it is not all that can be desired, its provisions are adequate for practical purposes. The sections applying to "non-resident" and "state poor" are clear and concise so that "he who runs may understand." They are almost as general in their provisions as the plan of salvation. "Any poor person who shall not have resided sixty days in any county in this State for one year preceding the time of an application by him for aid to any superintendent or overseer of the poor or other officer charged with the support and relief of poor persons, shall be deemed to be a State poor person, and shall be maintained as hereafter provided. * * * County superintendents of the poor and other officers exercising like power, upon satisfactory proof being made that the poor person applying for relief as a State poor person is such poor person, shall by warrant issued to any proper person or officer cause such poor person * * * to be conveyed to the nearest State almshouse, where he shall be maintained until duly discharged. * * * When any person becomes an inmate of any such almshouse and expresses a preference to be sent to any state or country where he may have a legal settlement or friends willing to support him or aid in supporting him, the superintendent of state and alien poor may cause his removal to such state or country, provided in the judg-

ment of the superintendent the interest of the State and the welfare of such poor person will be thereby promoted.

The foregoing excerpts are certainly clear and comprehensive, and need no special explanation. Two points are emphasized: —the interest of the State, and the welfare of the individual. It is presumed that the law will be administered in a spirit of justice and humanity. Primarily, the object of the law authorizing the removal of non-residents is economy, but it has come to be understood that the welfare of the person is of first importance. The usual official idea—to make everything easy—should not enter into the transaction. The interest of the State must be fully protected, and the expenditure kept within the narrowest limits consistent with proper care. There must be no removal for the mere purpose of evading responsibility, the removal must be only to the place of the person's legal residence, or to the friends or relatives who are willing or able to support him or aid in supporting him.

I am aware that in determining the necessity of removal we have a difficult proposition to face. Theory and condition are quite different. Where the person's residence is established, and he is willing to go, it is clear sailing; but in the case of defectives or the insane, one is often puzzled to know what to do. A certain town may be a person's proper residence, but if he has no friends or relatives to receive and take charge of him he should not be sent into and simply dropped on the community. He should be accompanied by a competent attendant to see that he is received into the custody of the proper authorities. The sending of such persons to their homes is in most cases an act of humanity to the person sent. One is much more likely to be able to maintain himself if among friends and where familiar with the conditions of labor.

The interests of humanity are thus identical with the highest and most important interests of the State. The practice of "passing along" is to be deprecated, and there is a growing tendency among superintendents and overseers to do away with this evil and illegal practice. It works injustice to the individual who is "passed," as well as to the commun
he is thrown, for if there is any reaso

portation a part of the way, there are more and just as potent reasons for furnishing transportation to his destination.

The law makes provision for the removal of non-residents, and all applicants for relief must be provided for in accordance with the provisions of the law. Laws for the relief of the poor are to be strictly construed, so that persons able to work, but unwilling, may be compelled to perform work of some kind that the burden of their support be made as light as possible. It is only the destitute—those without means of self-support—who are within the contemplation of the law. Those who will not work for their own support should be compelled—by enforced labor if necessary—to contribute toward their own support, and thus relieve the community from an unnecessary burden.

Indigence is usually the result of one of two principal causes —improvidence or misfortune. The majority of the non-resident poor are dependent from the latter cause. Tramps and vagrants are not to be classed with State and non-resident poor.

Reference should be made to another class in this State, who are residents, but who, under the law, are relieved as poor persons in the same manner as non-residents; namely, the Indians. The law provides that every Indian residing within this State or upon any of the Indian reservations of this State, who is a poor person within the meaning of the law, shall be relieved or maintained at State expense. When this law was enacted, prediction was made that it would work injury to both the Indians and the State. The board of supervisors of one or more of the counties containing or adjacent to a reservation refused to enter into a contract with the State Board of Charities for the support of Indian poor at the almshouse. So far none of the county almshouses have been over-crowded by reason of the admission of a large number of Indians, nor has any application for admission been denied the Indians on account of overcrowding. Experience shows that Indians will not apply for relief except as a means of last resort. Most of the relief furnished consists of visits from a physician, after which the undertaker completes the case. The last report of the United States Com-

missioner of Indian Affairs states that the Indians resident on the reservations are making progress.

ALIENS.

During the present year an unusually large number of recently arrived immigrants have fallen into serious difficulty, and have been applicants for relief within a few days after their arrival in this country. All such persons are classed as non-residents and dealt with as such. The supervision and inspection of the Unites States immigration officials, while rigidly enforced, allow many persons to pass the examination who very soon become public charges or need relief of some kind. Formerly the Immigration Law provided for the removal, at the expense of the steamship or transportation company bringing them into the country, of unlawfully landed immigrants who became public charges within one year of the date of landing. These expenses included all expenses incurred for maintenance while the case was under investigation, as well as the transportation from the place of apprehension to the port of departure.

The act of March 3, 1903, extends the time for the return of defectives to three years, but does not provide so liberally for the expense of transportation, only one-half of the railroad transportation of the person removed being allowed. This is manifestly an injustice to the communities burdened with the support of unlawfully landed immigrants, and efforts will be made to have the law changed so as to include all the expenses of removal.

Such aliens are landed through failure of public officials to fully enforce the laws against undesirable immigrants; therefore the entire expense involved in their removal should be assumed by the general government, and the State be fully recompensed for any outlay due to such aliens.

UNIFORM LAWS.

One thing may be suggested in regard to non-resident poor. All the states might be urged to adopt the methods of this State as to residence, responsibility and relief. It is difficult to har-

monize the settlement laws of the several states, but if the principles which govern our methods of dealing with this class of dependents were generally accepted, we would have little trouble in getting the poor to their proper homes.

FINALLY

The several County Superintendents have a special interest and duty in connection with the non-residents. They are to protect their own counties, and this can be best done by assisting the State in the matter of these removals. The presence of the undesirable alien should be noted, and the State officials informed, to the end that the machinery of the law may be set in motion. We want to build society on the right foundations—good citizens—all contributing to the general welfare. Hence, we must get rid of drones, parasites and those who endanger public safety. This we can do if we enforce the poor laws, and make charity a help only for the worthy and deserving.

President Long called for discussion of Mr. Child's paper.

MR. LODGE, of Monroe—Is it absolutely necessary that the disability from which an alien is suffering, shall antedate his landing in this country?

MR. CHILD—The United States law and the regulations of the Immigration Department require that the disability, or the cause of it, precede his arrival in this country, in order to compel the transportation companies to return him.

MR. PAGE, of Ontario—Will you explain to us the manner of inspecting immigrants as they land here? I read an article only yesterday in a Pennsylvania paper, where a foreigner had been committed to an insane asylum, who had been in this country but two or three days. This article also stated that numbers of feeble-minded foreigners were coming into the country.

MR. CHILD—I am not very well posted as to that, but the inspection is a matter of law, and as performed at Ellis Island is rather a perfunctory one. The immigrants come down a narrow line. The marine surgeon standing at the foot of the hall

looks at them. If he notices anything wrong, he draws them to one side. As to the case you speak of, we have a case similar to that where an alien became insane within five days after landing, and he is to be deported. The inspections are very perfunctory. The steamship records are supposed to contain all the information necessary.

MR. LODGE—In the case of an alien coming to any city and within a week or two he commits a misdemeanor and is sentenced to the penitentiary for sixty or ninety days. In determining his settlement as a poor person, as between town and city or town and county, would that residence in the penitentiary or jail count as a residence? Dr. Hoyt ruled that it did count.

PRESIDENT LONG—I think if Mr. Child lived up to the letter of the law, he would not care for such cases, but it is the spirit that governs the Board. Am I not right, Mr. Child?

MR. CHILD—It has been our policy to see how much we could do, not what we could get out of doing, and I think perhaps it would not be good policy for me to attempt to read any new interpretation of the Poor Law here.

MR. KERR, of New York—Mr. President, referring to the investigation of the health of aliens at Ellis Island, I have been there many times, and where five or six thousand come in in one day, they cannot devote very much time to any one individual. There is a male physician to examine the men and a female physician to examine the women. The aliens file along between two walls, and they are usually passed. The physicians cannot see what ails many of them, but they do devote considerable attention to detecting diseases of the eyes. Glaucoma especially, which is very infectious, and they are very anxious to prevent its coming here, but about fifty or seventy-five per cent. of the diseases would pass, and this is no reflection upon the officers making the examination. They can do no better.

MR. LATHROP, of Albany—I wish to say that there is an examination made of these people at the place from which they sail, and at that physical examination a bill of health is given by the

American consul to the person sailing. How thorough that examination is we do not, of course, know. Evidently it could be made more thorough.

PRESIDENT LONG—It is only recently that this has been done.

PRESIDENT LONG—Mr. D. C. Grunder who was to read the next paper, is unavoidably detained. We will have the pleasure of listening to Mr. E. B. Long, Superintendent of the Poor of Westchester county.

MR. EDWARD B. LONG then read the following paper:

TOWN OR COUNTY SYSTEM.

MR. CHAIRMAN, LADIES AND GENTLEMEN:

Indolence and laziness beget poverty, poverty begets pauperism, and pauperism, as it were, is infectious. Prisons, houses of correction, almshouses, and lunatic asylums are and should be deprecated by all; still they are a necessity and no people would be safe without them. Men will commit crimes, and prisons must be erected and maintained in which to confine and punish criminals. There are persons who through indolence, vicious habits, or misfortune come to want and they must be supported at the public expense, and almshouses are the best and cheapest place in which to care for this class.

Men also lose their minds and are unsafe to be at large. Asylums must be erected where the insane can be kept without harm to themselves or any one else.

Private charitable institutions, except hospitals, are of comparatively recent date and are the outcome of laws passed in the interest of humanity, but they rather stimulate than decrease pauperism as is evident from the fact that there never was so much pauperism as at the present time, and the subject as to what method is best in caring for the poor is a very important one, especially in cities and counties bordering upon large cities.

Originally all classes of poor needing permanent relief were sent to the almshouse; but abuses crept in, and it was deemed wise to separate the young from the old, hence the law which

prohibits the keeping of children between the ages of two and sixteen years of age in almshouses. This law simplifies the care of the poor and the management of almshouses. That is a good law but it does not go far enough. I believe the time is not far distant when an investigation will show that it is just as wrong to keep vicious children, convicted of offences, in institutions with the innocent waifs of the county, as it was to keep children with the old paupers at the almshouse, and a law will be passed which will prohibit it.

When we think of the poor, the sick and infirm are in our mind, but that class of paupers in some counties are much less expensive than are the pauper children.

In institutions in what was originally Westchester county there are 6,000 children maintained at the public expense, at an annual cost of $624,000. It costs Westchester county annually nearly $60,000 to support its pauper children in institutions, while it costs less than half that sum to support the poor at the almshouse where there are from 250 to 500 inmates and on an average of over eighty in the hospital, and nearly a hundred deaths occur annually.

There are two classes of poor, those requiring temporary relief and those requiring permanent relief. I take it for granted that all will agree that for temporary relief, the town system is the best, in fact it is the only way that temporary relief can be given with safety from imposition to the taxpayers.

As to which is the best method for those needing permanent relief, the "Town or County system," depends entirely upon the way in which you look at the question. If the best interest of the pauper is considered regardless of the taxpayers, the county system is undoubtedly the best, but if the taxpayers' interests are to be considered then the town system is preferable. Commissioners of Charities, and Overseers of the Poor when applied to for permanent relief will be more careful if they know the expense is to be directly charged to their city or town than they will be if it is to be a charge upon the whole county.

Proceedings of the County Superintendents of the Poor.

If the worthy poor were the only ones to apply for relief the question could be easily solved, but unfortunately the unworthy are the first to apply. The worthy poor as a rule modestly ask for help and accept alms with gratitude, while the unworthy press forward and demand as a matter of right, and affect surprise when questioned as to their need and right to receive help.

In caring for the poor the question as to whether they are town, county, or State poor must be considered. While the law recognizes town, county and State poor there are really only two classes of poor, town and State. A pauper must have a settlement of one whole year in a town to entitle him to permanent relief and when that settlement has been once established he must reside a whole year in some other town before he loses his settlement in the town where it was established. As a matter of fact a pauper establishes a settlement in a town and not in a county, hence there are but few if any county poor.

A person after establishing a settlement in a town may drift about for years and then return and claim relief and he is entitled to it unless it can be shown that he has resided in some other town a whole year. To separate the good from the bad, the unworthy from the worthy, the really needy and helpless from the impostors, requires not only men of intelligence but also with backbone enough to stand up and do the right. It does not take the average pauper long to make up a good plausible story, and as a rule they are good actors and play their parts well. A man may have health and strength enough to enter a prize ring, or he may be fleet of foot enough to run a foot-race, still when he applies for relief he can easily persuade the average overseer of the poor that he is in the last stages of disease, unable to walk a step and thus get a free ride to the almshouse. It is of vastly more importance to the taxpayers as to who the committing officers are, than what system is in vogue. With incompetent, irresponsible committing officers the very best system may become extravagant and bad, while with good intelligent, responsible officers even a bad system may not be very harmful; the remedy is in better service.

Proceedings of the County Superintendents of the Poor.

The office of overseer of the poor in many towns is of the utmost importance. Still, as a rule, it is shunned. Hence men are elected who are entirely unfitted for the place. To remedy this evil in our county we have organized a County Overseer of the Poor Association. Quarterly meetings are held, at which the poor laws are discussed, notes are compared, and much good has been the result. I would strongly recommend such an association in every county.

The taxpayers are up against an army of idle, lazy vagabonds who are eating what the sick and feeble should have.

In many parts of the State the taxpayers are also up against another class who if possible are worse than the first class. Men and women bring children into the world and then shirk the responsibility of caring for them and use every subterfuge to have them committed to institutions. While institutions are good, and a necessity they are not a proper place to rear any child in, and a strong effort should be made to get all children now in institutions out and placed in families where they will not only be self-supporting, but grow up and make better men and women.

MR. ROBINSON, of the Catholic Protectory—Mr. Long represents a very important county. It is, as you know, on the borders of New York, and he receives a great many poor people into his county who have resided in New York. He says they spend $60,000 in his county during a year. Now, the important thing for this Convention to consider is the saving of children. That is the corner-stone of all charity work. If you are going to reform a community you must begin at the beginning. I would suggest that the Superintendent of the Poor of Westchester county should have visitors to make conscientious visits to the homes of the children who have been committed by the Superintendent of the Poor. That many poor people seek to have their children committed to institutions we know, but they are usually drunkards or immoral people, and to get rid of the children they have them committed by a magistrate with full power. The cases are always reported to the overseers of the poor, and the overseers should

have visitors to inspect the homes and, if the magistrate has exceeded his powers, and the child is not a proper charge on the county, he should see to it that the county is relieved. I should be delighted to have them in good homes. But it is a fact that the children are often discharged into drunken homes. It is impossible for us to visit the homes in Westchester. We can visit the homes in New York, but the Superintendent of Westchester is himself responsible for these children. He should see that they are properly in an institution and properly discharged. If they do this the county will probably get more benefit from its $60,000.

MR. LONG—Mr. Chairman: I am fully in sympathy with my friend Robinson. Now, I was careful in my paper to say nothing against institutions. God forbid that I should say anything against them. They are good as far as they go, but I do want to make it clear that children should not be left there permanently; they should be taken out as soon as possible. An institution is the proper place for many of them, but it is not the proper place to keep them until they are grown up. That is the point. Mr. Chairman, I am not prepared to discuss this subject as it should be discussed, but I do know something about it. Some have been good and many bad. I have in mind two children. A man came to me and said their father had over a thousand dollars in the White Plains Savings Bank and the taxpayers are supporting the children. It was true. He had another wife and another family of children and the children are in the institution. You say it is my fault. I grant it. That is what I am trying to impress upon you. We should have these children cared for by their father. I have been through institutions, I find nothing wrong with them but I do insist upon it's not being the place for a child to stay year after year. I insist that a girl cannot be kept in an institution until she is sixteen, and then take her place in the community as well prepared, as had she been put out when she was five or six years of age. The institutions are good. Don't understand me to depreciate them. But we are peculiarly situated. Our county borders on Greater New York. There are many institutions there, and

pressure is brought to bear upon our officers to take the children into the institutions. The father or mother wishes them to be where he or she can see them, and so they are kept there year after year.

MR. ROBINSON—There is no difference of opinion between us, Mr. Long, that the family is the best place in which a child may grow up, and an institution that is conducted as a place to keep children until they are sixteen years of age is not properly conducted.

MR. LONG—Isn't it a fact that there are many children in your institution, Mr. Robinson, between the ages of seven and sixteen?

MR. ROBINSON—Yes, sir, from three to sixteen, and it is your duty to investigate the homes and have the children discharged —if the homes are good homes.

MR. LONG—I don't want them discharged. I would find good homes for them.

MR. ROBINSON—The Catholic Protectory places 300 children a year, more than any placing-out agency or bureau that you have in the country. But three-fourths of our children are committed for offenses, and we take care of them and try to save these children. They are vagrant children which no person would have in his home, and you call that bringing them up in institutions. We are trying to fit them for homes, to make them fit to be in homes.

MR. LONG—You misunderstood my paper.

MR. ROBINSON—You said you would take the 2,500 children and place them out in families. You did not mention my place.

MR. LONG—I said the overseers of the poor and the commissioner of charities should do it. It is our duty as representatives of the people to do this.

MR. LONG, of Erie—Mr. Long, who commits the children in your county?

MR. LONG—Justices of the peace; the town is supposed to have two overseers of the poor; they commit, and the four justices of the peace commit.

Proceedings of the County Superintendents of the Poor.

MR. LONG, of Erie—There is where the fault lies.

MR. LONG—That is it, and in cities we have commissioners of charity and city judges and they commit.

Q. What is the population of Westchester county?

A. 180,000.

Q. And you pay $60,000 for the care of the poor?

A. Yes, sir.

Q. Because Tom, Dick and Harry commits them?

A. Yes, sir.

PRESIDENT LONG—You should make one man responsible.

MR. LONG—There is no doubt of it.

MR. VERNON suggested that there were too many committees who go out and look for poor people and ask them to come in and be supported by the town, and this was one cause of the increase in the cost of maintaining the poor.

DR. HILL, of Albany, in this connection said: "God bless the women who go out into the highways and byways and succor the unfortunate." He continued: "I have this to say in regard to children committed to public institutions. There is a law which regulates not only the commitment of children to public institutions but also their retention. The law requires that all children other than those who have been committed for a crime, between the ages of three and sixteen, shall be committed only for a period of one year, and that the committing officer shall only commit after investigating into the circumstances of the family, or the child if there is no home. That the commitment shall lapse at the end of the year, and shall not be renewed without a reinvestigation both into the condition of the child and the circumstances of the relatives of the child, and it is up to the officers of the county of Westchester as well as other counties to make this periodic investigation.

MR. LONG, of Erie—It is necessary, as I understand it, for the superintendent of the poor to endorse the commitments made by magistrates, if made by magistrates, before the child is received into the institution, or the institution cannot collect pay for the child.

Proceedings of the County Superintendents of the Poor.

MR. LONG, of Westchester—Yes; it is looseness, and that is what my paper referred to more than anything else; that officers here and in other places should do their duty.

MR. LATHROP, of Albany—Mr. President, let each superintendent ask himself if he has done his duty in reference to these children. Have you records of every child that has been placed in orphan asylums and who are being paid for by your county, their parents' names, if living, their guardian, and all necessary information relating thereto? And the overseers of the poor who commit, how many of them have records that they pass on to their successors in office? In the last two years I have driven over a thousand miles in obtaining records and I find that it is the rule that few records are kept of these facts. In some cases books are kept, but they are regarded as personal property and retained by the officer at the end of his term of office. This matter of keeping books and records and passing them on to your successors, is of the greatest importance, and should be looked into by the overseers and superintendents.

MR. KERR, of New York—Mr. President, I would call attention to the fact that the provisions of law for the discharge of children from institutions do not apply to children committed for crime. Speaking personally, I do not think that any child under twelve or thirteen years of age should be considered or treated as a criminal. This is a great defect of the present law—the disgrace of the present law—that children of such tender age should be treated as criminals. Such children need protection. We who have children know that many times they do things at home which if committed on the street would be termed criminal. The law is certainly defective in this.

MR. LONG, of Westchester—The law distinctly states that a child under seven cannot commit a crime, also that if under ten years of age, it must be proven that he knew that he was committing a crime.

MR. HOPKINS, of Westchester—I remember that in the days when we committed children to the almshouses with the old people, there were not half a dozen children in our almshouse.

Now we are paying a society a thousand dollars a year to catch kids, and when they get in an institution you can't get them out, and you never will as long as there is money to be made on them.

MR. PAGE, of Ontario—The only children that are properly chargeable to the county are those committed on the order of the superintendent. I would like to ask what I can do in this case? About five years ago I took charge of a couple of girls whose parents had separated. The mother had disappeared, and I put them in the orphan asylum. About two years ago the father applied to me for the children. He was living with another woman. And shortly afterwards the mother wrote that she was able to care for the children. She was living with another man. I have had letters from these people and from their attorney; he said I should relieve my county from the expense of the girls, but I would not on the ground that neither parent is a proper person to have control of the children. Can I put these children legally out in homes—indenture them?

MR. LONG, of Westchester—The law says the superintendent has the right to put these children in homes.

MRS. DEAN—In placing the children in an institution you are getting away from your county work. The institutions are either private or religious and the children must be released. There should be a law made for this.

MR. LONG, of Westchester—The institutions have the right to say when the child shall go out. They can say "You are not a moral person. You cannot have your child."

MR. KIRKPATRICK, of Suffolk—The institution has no right to say "no" when a superintendent demands a child.

MR. ROBINSON, of the Catholic Protectory—We respect the orders of the superintendents in regard to the discharge of a child, but if we knew that he gave an order to give a child to immoral people we would not respect it.

PRESIDENT LONG—A child cannot be legally adopted unless you have a surrender from his parents, if living. A child can be placed in a family for adoption or indenture, but unless there is

a surrender of a child, the parents can bring an action to get the child back. If you will refer to chapter 225 of the Laws of 1896, you will see what is to be done in each of the cases brought up here. It governs everything. You can see for yourselves.

MR. KERR, of Suffolk—I would suggest that the Chairman appoint a committee to look into the matter of committing children and report at the next session in 1904.

MR. REDMOND, of Watertown—We have a case in Jefferson county where a child had been adopted into a good family. We did not know whether the parents were living or not. We could get no trace of them, but eventually they drifted back and wanted the child, and took the matter into the Supreme Court and the judge turned the child over to its parents. He claimed they had a right to the child as long as they had not signed a surrender.

PRESIDENT LONG—It does not seem necessary to appoint a committee on this. It is clearly defined in the Domestic Relations Law.

MR. KERR—But there is such a difference of opinion.

DR. HILL—I would like to say that all the laws bearing upon the subject of poor relief in force in the State of New York, are embodied in the latter portion of the volume of the Annual Report of the State Board of Charities for 1901, and is also published in a separate volume and a copy sent to each Superintendent of the Poor in the State. A copy has also been sent to the different institutions of the State and I think it is the intention that every Overseer of the Poor shall have a copy, so that each one of you will be in possession of the law. There is at this time going through the press an amended edition which is to embody the laws passed during the year 1903, and every officer of the State will have one of these.

On motion duly seconded, an adjournment was taken to 9 o'clock Wednesday morning.

Proceedings of the County Superintendents of the Poor.

WEDNESDAY MORNING SESSION.

Convention called to order at 10 o'clock by President Long, who announced the following committees:

Committee on Organization.

J. J. KIRKPATRICK, Suffolk.

W. W. COLLINS, Newburgh City. ALBERT H. LEE, Niagara.
WM. B. SMEALLIE, Montgomery. JOHN T. DAVIS, Herkimer.

Committee on Resolutions.

DR. ROBERT W. HILL (State Board of Charities).

E. F. ELLSWORTH, Monroe. W. H. TOWNSEND, Yates.
R. C. QUINN, Chenango. WM. VAN DUZER, Chemung.

Committee on Time and Place.

C. B. DEAN, Tioga.

D. C. SMITH, Oneida. HENRY D. KERR, Suffolk.
G. H. CRAFT, Genesee. A. D. SMITH, Essex.

MR. EDWARD T. DEVINE, Secretary of the Charity Organization of New York, who was to read a paper on the "Problem of Outdoor Relief," being absent, the Convention listened to S. W. PEARSE, Superintendent of the Poor of Saratoga county, who read the following paper:

THE ALMSHOUSE HOSPITAL.

MR. PRESIDENT AND LADIES AND GENTLEMEN:

Having received a request from the Chairman of the "Topics Committee" to prepare a short paper on the "Almshouse Hospital," I consented, and will tell you about the new Hospital at our almshouse in Saratoga county.

We have a first-class, fully equipped hospital, built of brick, steam-heated, well-ventilated, and lighted with electric lights. There are two wards on the first floor, one for men and one for

women, which are entirely separate. The floors above are made in rooms and are used for patients that should be isolated. There are four large bath rooms with porcelain bath tubs and two marble wash bowls in each bath room. We also have a small operating room with furnishings complete; the cost of this one room was nearly $1,000.

On the second floor there are two wide corridors opening with double doors on piazzas that are ten feet wide where patients that are convalescing can sit in rolling chairs and take solid comfort. The kitchen and dining room are in the basement. Here the food for the sick is prepared.

There are too many things about this building to mention here, but it certainly is a blessing to the inmates and a benefit to the superintendent, as there is every facility for properly caring for the sick, making the work much easier. The bedsteads are white-enameled with springs and mattresses, good feather pillows, white rose blankets and white spreads; Smyrna rugs are spread beside each bed.

On the 1st day of April we carried our sick inmates to this building, and if you could only have seen the expression on their faces as they looked around and asked "Is this the new Hospital?" I really think some of them thought they were in heaven. We hire a man and his wife to take full charge of the sick. Some of the well inmates help to do the work, and with rubber gloves and sterilized bandages, there is no excuse for not properly attending to sore limbs, which has been one of our greatest troubles. As our institution only has about one hundred inmates, we think our hospital sufficiently large, as we can care for twenty-eight patients if necessary, but as yet our number has not exceeded eight patients at one time. In all almshouses chronic cases predominate, as they are nearly all aged people, and we find that trained nurses are not absolutely necessary. With our small number of patients we find one good man and one woman sufficient.

We have an excellent physician who visits the hospital once a day and oftener if necessary. We also have telephone connections

with his office. Of course, this infirmary is only for the inmates of our almshouse. At first I thought it wholly unnecessary to build a separate hospital as our old one was very comfortable, but after using it for the past three months I do not see how we got along without it. This building is of brick, and furnished complete, costing about $12,000, and was given by a wealthy man of the county. He also added a library of 250 volumes.

The cost of running this building will be about $600 a year, salaries included.

Discussion on Mr. Pearse's paper was called for.

In answer to the question "What qualities he required of the persons who had charge of the hospital?" Mr. Pearse replied that he required goodness of heart and intelligence.

MISS CLARK, of New York, suggested that a very suitable class of nurses for almshouse hospitals was to be found among the graduates of the training schools of the State hospitals; that it was a three-years' course, and they were graduated with diplomas; that such nurses would have a great deal of experience with old demented people, very much the same class as is found in the almshouses; that these nurses could be hired at much less cost than the ordinary trained nurse.

MR. SMITH, of Essex, asked Mr. Pearse what influence was brought to bear upon their Board of Supervisors to induce them to build a hospital and was told that in their case it was by voluntary contribution. Mr. Lathrop eulogized the donor and expressed the wish that every county in the State had such a hospital and said they might have one on a smaller scale.

In reply to the question "What provision is made in the Saratoga hospital for isolating cases of smallpox?" Mr. Pearse answered that he did not know what would be done in the case of smallpox, but that there were rooms on the upper floor where contagious cases could be put by themselves.

MR. LATHROP, of Albany—In the case of smallpox, it is the duty of the Board of Health to care for them, but in all hospitals there

are rooms with outside entrances where those cases could be cared for.

DR. HILL—Broadly characterized, every county almshouse may be called an infirmary in which the population is of two classes: one class being such as do not require constant attention, and the other class those that do require constant attention and medical care. This being so, it is essential that the county almshouse shall have either a separate building or some suitable portion of the institution set apart for hospital purposes in order to secure the best results, the more humane treatment of the sick, and to prevent the communication of disease. For this reason it has lately been deemed necessary by the Boards of Supervisors and others interested in the care of the dependent poor, that such almshouse hospitals as will fulfill all the requirements be had.

The requirements of such a hospital are: (1) The essential of isolation. (2) Sanitary equipment which will prevent the communication of disease. This matter of sanitation is one which goes directly to the general health of the community, and not only that of the inmates of the institution, (for if you have on the institution grounds those things which tend to breed disease and foster the communication of disease, it will be carried out of the institution by visitors and those who pass in and out daily,) so it is necessary that the almshouse hospitals be equipped with proper sanitary appliances to properly dispose of all things and manage all things which breed the germs of disease. They must have such things in the matter of clothing as will permit the speedy change of clothing. The third essential is the proper attendance upon the sick. This means a competent physician to make frequent visits to the patients, skill in handling the sick. That the attendants have humane, sympathetic dispositions, and also that they be filled with sufficient earnestness in the discharge of their duties as to make sure that there will be no neglect of duty.

I must say that I think the training received by the nurses in the State hospitals would rather unfit them for positions in the

almshouses. It is my experience that such nurses after a time lose that very quality of sympathy and ready helpfulness which we find demonstrated in so many of the matrons of the almshouses of the State. We should have nurses of this type, and by this I do not mean that the matrons of our almshouses should have any added burden to that they already bear. I think every matron in the State should receive a good salary for the work she does. They are worthy of excellent pay, but they ought to have help of the same type and character as themselves.

President Long then introduced MR. FREDERICK HOWARD, Attorney, of Buffalo, N. Y., and a supervisor of Erie county, who read the following paper:

COUNTY CHARITIES AND THE SUPERVISORS.

MR. PRESIDENT AND LADIES AND GENTLEMEN:

Superintendents of the poor have the general superintendence and responsibility for the care of poor persons who may be in their respective counties, and therefore may be termed the executive officer of the county in the administration of county charities.

In some of the counties of this State they act as keeper of the almshouse as well, the boards of supervisors having power to appoint the superintendent-keeper. In Erie county it is a separate elective office.

The statutory provisions governing their duties, with which you are all doubtless familiar, as they now exist, were passed from time to time and amended as the necessities seemed to require, from 1828 down to 1895, and were codified and re-enacted in what is known as the Poor Law, chapter 225 of the Laws of 1896.

The responsibilities resting upon a superintendent of the poor are great and many. It is through him that the relief must be furnished, and upon his judgment depends the expenditure of the money which the board of supervisors must provide for the payment to institutions employed in relief of our unfortunates, and such other expenses as must necessarily be incurred. A superin-

tendent who is conscientious in the performance of his duties, and exercises correct judgment, which must be tempered with sympathy, is invaluable to the public. His power in some cases is nearly unlimited, his expenditures limited only by the appropriations made by the board for the purposes specified.

When one contemplates the many classes of indigent persons who come under the care and supervision of the superintendent of the poor, the county officer whose duty it is to determine on each individual case what disposition should be made of the person, first—as to whether or not the person is a proper county charge, and then as to where he or she should be committed, every thoughtful citizen is brought to realize the importance of the office of the superintendent of the poor in his relation to the board of supervisors, and how very important it is to the taxpayers to have a man of careful judgment and good executive ability.

Under the general powers of boards of supervisors it is their duty to levy and collect such sums as may be necessary to pay all accounts and charges for the care and maintenance of the county poor, and erect and maintain almshouses, asylums and hospitals for their care and support. Not being familiar with other counties in the State I shall confine myself principally to conditions as they exist in my own county.

It is the policy of Erie county to commit to private orphan asylums the children who become county charges, paying for their care $1.50 per week, and also to commit to hospitals and other private institutions poor persons needing help from the county, in addition to the county hospital maintained at the expense of the county, with a capacity of 350, which will be increased by the erection of a nurses' home, thereby making room for about fifty more patients in the hospital building. Undoubtedly the law authorizes each county to erect and maintain buildings for the care of all classes of its poor, but the great systems of private charities that have grown up in our State, the outward sign and proof of a Christian civilization unequaled in any age of the

world, makes it both practicable and desirable that these noble charities, the gifts and donations of our best people, and carried on under the supervision of the State Board of Charities, should to a great extent supply the needs of nearly all of the counties in the State, thereby saving the county from the cost of erecting and maintaining numerous institutions for the different classes of county charges. This is especially the case in our large cities.

It has also been the policy of Erie county to aid those institutions in the city of Buffalo doing a remedial or preventive work, as the following appropriations for the present year will indicate:

Queen City Society for the Prevention of Cruelty to Children	$3,000 00
Erie County Society for the Prevention of Cruelty to Animals	1,200 00
Buffalo Eye and Ear Infirmary	2,000 00
Charity Eye and Ear and Throat Hospital	2,000 00
Prison Gate Mission	600 00
Travelers' Aid	300 00
German Hospital Dispensary	1,700 00
King's Daughters Shelter	300 00
	$11,100 00

With this plan of county charities in operation the work of the superintendent of the poor is greatly diminished, as most if not all of these cases would require his personal attention and investigation, probably with no better results or saving to the county so far as the expense is concerned. I presume that in the small rural counties the superintendent of the poor is able to take care of every poor person requiring aid from the county, so that each county must work out and develop its own system of charities according to the number and class of its population. Knowing something of what the problem is in Erie county, with its population of half a million, I am appalled to think what it must be in Greater New York, with its three and a half millions, and

its large foreign element being constantly augmented by the continued stream of immigration coming to our shores.

It has been the custom of the committee on charitable institutions, of which I am a member, to visit many of the institutions outside of the city of Buffalo, as well as those in and about the city, in which wards of the county have been placed, for the purpose of inspection and of ascertaining as far as possible the care and treatment given by the several institutions to those under county expense committed to their care, going as far east as Syracuse, and then making to the board a report of this trip and the conditions as they find them. In this way the members of the committee become more familiar with the charitable work of the county and are thereby able to acquaint the other members of the board, as well as the public, with many interesting and instructive facts relating to the different institutions and the manner in which the wards of the county are cared for.

In connection with the county hospital, Erie county has erected, at a cost of $60,000, a consumptive hospital for the care and treatment of patients afflicted with tuberculosis, which is equipped with the most modern and approved apparatus and conveniences for the scientific treatment of that most dreaded disease. The hospital is the finest in the State, and will only be surpassed by the one to be erected by the State, for which an appropriation was made by the last legislature.

The board of supervisors of Erie county, as I believe, acted wisely in placing the county agents under the direction and superintendence of the superintendent of the poor, and all of the work of the agents is now directed from his office, and complete records are kept of every child, the homes in which they are placed, visits made, transfers, etc., whereby he is kept in close touch with the daily work of the agents.

If the poor and unfortunate all had the philosophy and courage of Mrs. Wiggs to battle with adversity, and were constantly trying to help in the grand and Christlike work of uplifting humanity, the white man's burden would be much lighter, but,

Proceedings of the County Superintendents of the Poor.

unfortunately, that spirit is rare and the work must be done by conscientious officials engaged in public charity, and Christian people who unselfishly give so much time and money to carry on the noble work.

Total number in orphan asylums, 508 (cared for at a per capita cost of $1.50 a week); total cost for the year, $45,000; committed during the year, 938; Erie County Hospital, 1903, hospital cases, 190; total cost of almshouse and hospital, $210,000.

City overseer took care of about as many more in the city hospitals at a cost of $54,000.

The spirit in which our county agents perform their duties is shown by the following extract from their annual report to the board of supervisors:

Children placed in Catholic homes	82
Returned to relatives	55
Transferred from one home to another	9
Placed for wages	16
Returned to institutions	2
Taken to industrial school	1
Applications received (15 from outside State)	98
Visits made	773
Letters sent	397
Children placed in Protestant homes	85
Returned to relatives	18
Transferred from one home to another	14
Removed from homes and placed in correctional institutions	3
Placed in feeble-minded institution	1
Applications received (20 outside of State)	240
Visits made	505
Letters sent	1,200

Statistics, however, convey but a faint idea of the actual good done by this benevolent department. The real good is in the service rendered to God and humanity in preventing pauperism and crime, and giving love, care, and Christian training to those who are to become the men and women of the future. These

small unfortunates differ from other children only in the loss of home and parents—a fact which should recommend them to the sympathy of every true father's heart. While well-cared for and well-taught in our excellent institutions, the child, if left there, has little chance to become independent, and the loss of self-respect which is entailed by the situation is likely to produce a willing pauper.

The inspector of the State Board of Charities recently made an examination of the work of the office of superintendent of the poor, which he states is similar to that of the Bureau of Outdoor Poor in New York city.

The present methods in use in this office were mainly instituted by the present superintendent, Mr. Lafayette L. Long, who came into the office January 1, 1898. In their present details the methods follow the law closely and secure good results in the care of the unfortunate dependents, as well as a large saving to the taxpayer.

The care of dependent children is the most important of the duties of the superintendent of the poor, and the system devised by which such children are maintained in institutions and placed in family homes has undergone numerous changes.

Formerly the department kept but few and scanty records of the children who passed into its care, consisting only of a consecutive number, name of the institution, name, age and birthplace of the child, and but rarely the name of parents or near relatives. These names were the most serious omission, for communication was not possible with parent or guardian when names and address were unknown, and there could be no investigation to ascertain if relatives had become able to maintain the children. The warrants of commitment of children remaining in the institution at the end of the fiscal year were brought to the superintendent of the poor for renewal, and the children reaccepted, the commitment being endorsed by means of a rubber stamp.

The new commitment book adopted contains a full page blank. This blank contains thirty-two inquiries relating to the birth and family history of the child, names of parents and family relatives, their history and condition, cause of indigence, and

subsequent history of the child. Postal cards with the printed address of the superintendent of the poor are also furnished each institution, so the superintendent of the poor can be at once notified of the discharge, for any cause, of a dependent child.

COMMITMENTS TO INSTITUTIONS.

The use of these forms has led to great improvements in the manner of receiving children into institutions as public charges. Now no commitments of children of the insane, of State poor, or of indigent adults, are made except upon the order of the superintendent of the poor. Children are not now committed for an indefinite period, but for such time only as seems advisable to the superintendent, usually for three or six months, never more than twelve, and recommitment must be preceded by reinvestigation, a most important procedure, saving thousands of dollars annually to the taxpayers.

Under the new system the name of every child is entered upon a vowel index, making quick reference possible. No discharge is made without an order from the superintendent of the poor, and for such discharge a three-division perforated record, bound into book form, is used, viz.:

1. The stub.

2. A notification to the asylum, which is mailed to it, requiring a notice by postal card to be sent within three days to the superintendent of the poor if the child is not removed.

3. An order for the proper and named person to remove the child.

In the development of this system it became apparent that its proper working required the rigid investigation of the circumstances of the relatives of all children brought for commitment. An investigator was employed for this work and for the periodic reinvestigations. This investigator made as many investigations as possible, and beyond these the Charity Organization Society gave its assistance. In addition to these agencies the superintendent makes use of the four county agents to inspect the homes and examine into the circumstances of all parents seeking the commitment of their children; they make annually

reinvestigation of all such children committed. In addition they investigate all homes asking for children, and thus are able to place a very large number in good homes.

If it is found that a parent is able to support his child, upon the reports of these agents, or the inspector, it is determined whether a child shall be made a public charge. Thus their work carries grave responsibility.

The system pertaining to that part of the work affecting the children has been explained in considerable detail to show the means at hand and how employed.

1. To compel the support of children by parents who are able to pay all or part of their maintenance, and thus relieve the county from unnecessary expense.

2. To keep a complete history and record of every child maintained by the county, either in institutions or in homes.

3. To provide a sure and ready means for checking up all bills for maintenance.

4. To establish identity at any time in the future, thus affording assistance in the settlement of bequests and other property.

THE DEPENDENT SICK.

Formerly a blank containing the number of order and name of applicant for admission to hospital was used, and this was all the information recorded of the sick. Now a history blank, the stub of which is retained, is used for hospital patients. This form contains twenty-four inquiries, the answers to which show the condition and financial ability of the applicant for relief. This is the basis of commitment.

The commitment books are indexed and all hospital bills for maintenance are checked therefrom. By means of the postal card notice of discharge, which is required of an hospital discharging a patient, the movements of all patients are known each day and thus a ready check on errors is furnished.

I believe there should be a better understanding by the board of supervisors of the general management and detailed workings of the department of the superintendent of the poor than exists in most counties. A close relation by the whole

board should be maintained, and not depend entirely upon the committee. The committee will doubtless do its work well and efficiently, but the relation of the members of the board to the public makes it natural for persons needing relief to call upon any member of the board for assistance, and the more familiar each member is with the proper methods for obtaining the necessary relief the more valuable is his service to the public at large.

If this interest is taken, when changes and improvements are under consideration the members are better fitted to deal wisely with the question. Often irreparable damage is done through lack of appreciation of requirements, because too little attention is given to this great subject—the proper methods of dealing with our destitute population—by the officials who have to deal with the situation. Careful study of the whole subject will assist in bringing about improvement of the conditions and hold in check unworthy projects.

They should visit the various institutions employed in the assistance of the needy, and see that the wards of the public are provided with the necessities that will, if possible, restore them to independent and useful citizenship.

Especially should the institutions for the care of orphans receive their attention in order that these unfortunates, deprived of their natural protectors, may be given opportunity to obtain an education, besides receiving proper care in other directions. This duty is usually delegated to the committee upon charitable institutions, and the investigations are too frequently confined to checking up the accounts. In dealing with the subject of charity great importance rests on the proper handling of the finances, but this branch is after all but a means to an end, and the supreme object is lost if these dependent ones are not surrounded by elements which will tend to build them into self-supporting and law-abiding citizens.

In conclusion allow me to emphasize the importance of a thorough personal knowledge of this department of county charities on the part of the supervisors. It behooves the members of the board of supervisors to familiarize themselves with the

management of this department, that it may be able to keep in check all extravagant and unwise expenditures, and at the same time be a firm support for the conscientious official.

In view of the fact that the personnel of the board is changing so frequently it is particularly important that the new members familiarize themselves with the department's work, so they may be fitted to render the best possible service to the public whom they represent.

PRESIDENT LONG—There are some veteran supervisors here to-day, and we will be pleased to hear from them. Mr. M. T. Stocking, of St. Lawrence county, will open up the discussion on this very excellent paper.

Mr. Stocking said:

MR. PRESIDENT AND LADIES AND GENTLEMEN:

In selecting this topic for discussion, the committee have called our attention to a matter of prime importance.

A proper recognition on the part of our boards of supervisors of the importance of the charity work that falls to their hands and of their relation to it, would be a great step toward the local solution of one of the greatest and most vexing problems which is to-day before the county.

The proper care and maintenance of the poor is second to no subject that comes before our boards, however lightly it may have been considered in the past. It calls for the most discriminating judgment, the broadest and closest thinking.

It is no light matter; the care for the unfortunate among us is a great responsibility.

To distinguish the deserving from the undeserving; to give proper care to those who really need; to relieve them without hurting them; to cure pauperism, not increase it; in short, to give needed help to the poor without doing a wrong either to those who receive or those who give.

These are some of the problems that confront the county as it faces its charity work.

Proceedings of the County Superintendents of the Poor.

Enlightened thought will no longer let the subject be dismissed lightly.

I am not arraigning our boards by any means. They are becoming, especially in St. Lawrence county, more and more alive to the nature and gravity of the problems. I merely write to emphasize the necessity for grave consideration as charity deserves.

My discussion of the subject will limit itself to two or three suggestions.

First: Our boards must make liberal appropriations. We cannot afford to be niggardly at this point. I am in favor of strictest economy in public expenditures, and that must extend to our care of the poor, but it must not be an economy which prevents us from helping as we ought everyone who really needs it, or from making as comfortable as possible any one whom, by their misfortune or their wrong, God has put into our care. Saving at the expense of the health or happiness of the poor is an ill-gotten gain.

Second: The committee who examines the books and conditions of the county house should be men of best judgment and widest experience in matters of this nature. It is not absolutely necessary that they should be old members of the board, though this is a desirable qualification, but they should be thoroughly acquainted with charity affairs and alive to the needs and nature of the work.

The committee on superintendents of the poor affairs is no committee on which weak or new men should be placed for the sake of giving them a place.

I am glad to say that in my own county the necessity of putting strong men on this committee is being recognized. They must be men of broad sympathies, hard sense; who grasp the problems and can make suggestions. Every honest superintendent will welcome suggestions that will lead to the betterment of the people in his care.

Proceedings of the County Superintendents of the Poor.

Third: There is much to be said in favor of the election of the superintendent by the supervisors, as is now done in some counties. If the supervisors do their full duty, they will be aware of the problems which a superintendent must deal with as the people in general cannot be; and they ought to be better qualified to select the men who should fill the place. I am not speaking from the point of view of one who thinks that he is an old superintendent, but one who sees more and more what is demanded of one in such a position. It requires tact, sympathy, patience, experience, judgment, the ability to decide readily between the honest and the fraudulent, and constant conscientious attention to the affairs of the office.

You would naturally not expect me, with any amount of modesty, elected as I am by the people, to say that they choose unfit men; furthermore, knowing as I do that some of the most eminent superintendents are chosen that way, I am very far from making such a remark. I may perhaps do no more in this suggestion than ask whether the choice of the superintendent might not well lie in the hands of the board. Fitness, not politics, should be the only consideration in the choice.

My last suggestion is that each supervisor should be thoroughly conversant with the conditions in his own town. It is his immediate duty as chief officer of the town, and will train him for an adequate understanding of the questions which meet him on the board. I am aware that in my remarks I have probably said nothing that is at all new. They are suggestions, some of which ought always to be emphasized. One thing absolutely necessary is that every board of the State must recognize, that the care and proper treatment of the poor, the problem of relieving without creating pauperism, the realization of our full duty to those who are so unfortunate among us that they must ask our help, is second to no subject which demands their thought and requires their best men and most thorough attention.

MR. LODGE—I would ask for what particular reason is a person sent to the general city hospital instead of the county hospital?

Proceedings of the County Superintendents of the Poor.

PRESIDENT LONG—In Erie county the city of Buffalo has an overseer of the poor who commits all his cases to the City Hospital. The superintendent of the poor of Erie county commits all those who are non-residents of the county to the county hospital, and also all cases which the overseer of the poor declines to commit to the city hospital. I also commit to the city hospital cases of well known people who have been left without any one to care for them and who are dependent through misfortune only. In the case of transients who meet with accident or severe illness where it is not possible to send them back to their county, we care for them, and afterwards if we can establish a residence we charge it to their county. It would be better if there was but one man to commit. It would take politics out of it.

Q. Do you make a distinction as to whether they have or have not been helped in their own county?

A. If not it is likely there would be some one who could be made to pay for his care. It would be the duty of the superintendent to investigate.

MR. WEBER, of Otsego—I think you will find a decision of the Supreme Court that a person who has always maintained himself and by accident becomes incapable of maintaining himself, must be cared for where the accident occurs.

DR. HILL, chairman of the committee appointed to prepare resolutions regarding the death of Mr. Washburn, read the following report:

TO THE CONVENTION—Your committee appointed to prepare a minute on the death of our late associate, and former president, Hon. John R. Washburn, beg leave to report as follows:

That it is with a profound sense of personal loss this Convention of the Superintendents of the Poor of the State of New York has learned of the death of the Hon. John R. Washburn, who for more than twenty-one years was an official member of this association and during twenty years of that time county superintendent of the poor for Jefferson county. As a public official he served both as supervisor and county superintendent, and was thoroughly

familiar with the different phases of the problem of poor relief, and by his fidelity and conscientiousness in the public service as well as adherence to the principles of true charity did much to ameliorate the distress of the worthy poor and to diminish the burdens of the taxpayers.

As a member and an ex-president of this Convention he gave of his ripe experience to the annual sessions and brought into all its discussions a broad-minded and tolerant spirit intent upon bettering the condition of our dependent and neglected classes, and earnest in an endeavor to promote any effort in the direction of true progress. With an unselfish devotion to the welfare of society, especially of those who through age, infirmity, or misfortune needed assistance or counsel, John R. Washburn was a true representative of the best type of a public official, and in his public service and private life left an example worthy of imitation.

This convention with this minute records its deep sorrow and regrets the great loss to the State involved in his death. It extends to the surviving members of the family its sympathy, and assures them that the memory of the stainless, useful life of their departed father will remain to them hereafter a precious heritage.

Resolved, That this minute be embodied in the printed record of the proceedings of this Convention, and that a copy attested by the president and secretary be sent to the family of our deceased associate, and a similar copy to the Board of Supervisors of Jefferson county of New York.

ROBERT W. HILL,
P. REDMOND,
J. W. IVES,
LEVI A. PAGE.

MR. PAGE, of Ontario, moved the adoption of the report.

VICE-PRESIDENT PATRICK REDMOND, of Jefferson, said: Mr. President, in seconding the motion offered by the committee I desire to state, that in the death of John R. Washburn and his wife, whom all of us knew and respected and loved, we have met with an irreparable loss. No session of this association has been

held for years, in the councils of which their influence has not been felt and their advice not been sought. I speak of John R. Washburn, late superintendent of the poor of Jefferson county, and his wife, Lucia.

It is not my purpose to deliver a eulogy upon them. You knew them. You knew John Washburn, and you knew the warm heart, the broad sympathy, the calm mind and the sterling integrity that were his. For twenty years he was in charge of the poor of this county and each successive year saw him returned with increased confidence in his honesty, his sound judgment and his patient kindness.

In his administration there were no scandals, his record was clean, and Jefferson county points with pride to the success of his work.

Nor was he useful only at home. In this association he was for years a recognized leader, a president, a representative at national meetings, a committee man. He always performed his work with diligence, with intelligence and with profit.

Mr. President, John Washburn was my friend, one to whom I went for counsel and upon whose advice I placed great value. In his death I have lost a close friend, Jefferson county, a faithful official; and this association a most valuable member. I therefore second the motion to adopt the report of the committee.

The resolution was adopted by a rising vote.

On motion, the Convention adjourned to meet at the boat-landing at 2 p. m., where the members were to enjoy a ramble among the islands on the steamer New Island Wanderer.

WEDNESDAY EVENING.

In the evening a banquet was tendered the superintendents at the Columbian.

Toastmaster A. B. Parker, chairman of the Jefferson County Board of Supervisors, welcomed the delegates. Mr. Parker said in part:

Proceedings of the County Superintendents of the Poor.

"We are glad you selected this beautiful spot within the borders of our county as your thirty-third annual meeting place, which we believe is the most charming place in the world, 'The Venice of America,' a spot where nature has bestowed its richest jewels. We hope you will return to your respective homes enthusiastic over these Thousand Islands.

"It is said that 'He who witnesses suffering and does not hasten to relieve it, is ignorant of the lesson that it is more blessed to give than to receive.' Every man, I believe, has a mission from God to help his fellow-beings. Though we may differ in faith and creed there is one platform on which we all stand united, and that is the platform of charity and benevolence. There is no way by which men can approach nearer to God than by contributing to the welfare of their fellow-creatures. Therefore, gentlemen, your lot in life is cast in most pleasant places, and your mission on earth is a God-like one."

The toastmaster requested Supervisor Grant to read letters of regret, which were received from Gov. B. B. Odell, jr., State Senator Elon R. Brown, Congressman Charles L. Knapp and Hon. John Nill.

PRESIDENT LAFAYETTE L. LONG responded to the toast "Our County Agents:"

MR. TOASTMASTER, AND LADIES AND GENTLEMEN.—This topic naturally suggests the ideal agent, concerning whom may be said all that is called for, leaving unsaid for inference the picture of the agent who fails to meet the ideal in this important field. "Inasmuch as ye did it unto the least of these"—in the language of the Saviour duty is made plain.

The ideal agent is animated at all times with a Christian spirit, a love of children, and of the mission of love which she is sent to perform. In addition to these supreme qualifications, without which her work is rendered most difficult, she must have a knowledge of human nature, of character, temperament, and disposition, to be applied not only to the child, but to the foster-parents, she must have an eye quick to see, an intelligence and experience

which weighs and interprets well and truly all in and about a proposed home; a happy faculty too in gleaning information bearing upon the fitness of the home for the child, and the child for the home; in fine that address and tact which makes her an ever welcome visitor after placing the child, and inviting the confidence and reliance of the foster parents.

Only a *woman* can do the work well. *She* has these qualities, and in recognition of the fact that this is woman's work by common consent it has been accorded her province.

It is not *every agent* who will meet with success from the start. There is a sort of educational process to go through, and this is said in encouragement of those agents who in their work at the outset have felt that failures in given instances were due to lack of experience, and it should be added that these early failures are no sufficient evidence of unfitness for the work.

The agent's work calls for opportunity and time to make and keep a correct inventory of the children under her care for placing, and she must, perforce, consider well the relations of the child to the proposed home from the standpoint of mutual fitness. The child that fills the place in one home may fail in another. The experienced and observant agent can often avoid failure by this knowledge.

The agent has at all times a three-fold duty, and must ever bear in mind the relation to the county, or State, to the child, and to the foster parent. These several obligations lie parallel, and in the discharge of all no real conflict should ever arise. What is best for one is best for all. The permanent results will ever bear witness to the truth that no public gain is served by the ill-placing of a child. Her work done well, and with a heed, the agent is absolved from blame if she does what seems the very best for all.

The reward is in the consciousness of duty well performed, the love of doing good to others, and the final, "Well done, good and faithful servant."

Proceedings of the County Superintendents of the Poor.

Some may be called to greater labors, where praise and acclaim may come by being the ideal agent, if any such there ever be. But good and faithful souls that labor, striving for the ideal, be not cast down by indifferent success; the crown is waiting for all the faithful ones among you.

REV. DR. ROBERT W. HILL responded to the toast, "The Charitable Spirit of the State." Mr. Hill drew a comparison between the old haphazard way of distributing public charity as against the up-to-date methods of to-day.

Mr. Hill's speech was followed by a tenor solo by Frederick V. Jumps, who responded to a hearty encore. Mr. Jumps' accompanist was Miss C. M. Wilcox of Watertown.

Mr. Parker called upon Editor O. B. Rhodes to respond to the toast, "Badgering the Poor." Mr. Rhodes said there are three classes of poor—The Lord's poor, the devil's poor and poor devils. Mr. Cole of the *Times* was classed as one of the second class of poor, because he is the son of Beelzebub, who was the father of "Wappers." Mr. Rhodes classed himself as a poor devil on on account of his calling. He emphasized the great need of human sympathy in connection with charitable work.

Then came a recitation, "Echo and the Ferry," by Miss Marie Oakes of Watertown. She responded to an encore.

V. K. Kellogg was requested to respond to the toast, "Why Lawyers Keep Out of the Poorhouse."

Mr. Kellogg's remarks were loudly applauded. He was followed by John R. Pawling, who delivered a eulogy on the life of the late John R. Washburn, in which he said: "I esteem it a great honor to have an opportunity of paying a humble tribute to the memory of one who in his lifetime not only commanded my personal admiration and confidence, but was honored and respected by all who were brought into either social or business relations with him. Death came suddenly and without apparent warning, and his spirit went to join that of a beloved and devoted wife, whose life went out a few months previously.

Proceedings of the County Superintendents of the Poor.

"John R. Washburn was born sixty-six years ago amid the rugged hills of Rodman, this county, where the years of his youth and early manhood were spent upon his father's farm, and doubtless the foundation was here laid, and at this time, which developed those sturdy traits of character which led to so high a degree of success in life in after years. Very early in life he became identified with the Republican party, and while he was throughout life an extremely zealous and loyal member of that political organization, all of his political methods were of such a high, clear and exalted character as to command the respect of the adherents of all parties.

"Previous to 1883 Mr. Washburn was a member of the board of supervisors of Jefferson county, covering a period of three years. During the year 1883 he was appointed by the board to the office of superintendent of the poor of this county, and was reappointed each succeeding year down to the present. His conduct of the office during the long period of twenty years has been eminently successful and most satisfactory to the citizens and taxpayers of the county. It has been said that:

"'He so skillfully combined efficiency and economy as to give the unfortunates committed to his care a maximum of comfort at a minimum of public expense.'

"All who knew him will bear testimony to his sterling integrity and uprightness of character, and to that fidelity with which he always discharged his official duties. Mr. Washburn was personally known to many, if not all, of those who are in attendance upon this convention, for many of you have met him at gatherings of a similar character in other years. Up to the date of Mr. Washburn's decease he had labored incessantly to make this convention not only an enjoyable but a profitable occasion, to make it more successful in its results than that of any previous convention.

"The members of the board of supervisors of our county will remember the occasion at the last annual session when Mr. Wasburn addressed the board with so much earnestness and

enthusiasm, urging the importance of these annual conventions. So, I say, we are indebted to Mr. Washburn for very much of that careful forethought and consideration of detail which has contributed in a large degree in making this convention so enjoyable to all who have attended.

"By the death of John R. Washburn this county has lost an honest and conscientious public servant. Every one who knew him will bear testimony to his uprightness and to his high Christian character. My friends, since you held your last annual meeting, one more page of history has been written, and one who was honored and respected by all who knew him has finished his record. The Book of Life, for him, is closed forever. Wearied with the cares and trials which are inseparable with life, he closed his eyes to the things of time and has awakened in the realms of eternity where the weary are at rest.

"Some one has said, 'He who during his lifetime fills his post of duty honestly and faithfully, entertaining a feeling of malice toward none, exemplifying the golden rule in his daily walk, must fulfill his mission here, and will in due time hear the Master says, "Well done."' So we say to our departed friend:

"'Farewell, farewell!
Sleep till the shadows take
Their endless flight,
Until the morning break,
Good night! Good night!'"

Then came a soprano solo, "Voices of the Woods," from Rubenstein's melody in F, by Mrs. A. H. Horton of Watertown, accompanied by Miss Flora Emmerich. Mrs. Horton, who has always possessed a sweet voice, is heard with even greater pleasure, since her return from extensive study in voice culture with Madame Ashford of New York.

Supervisor J. M. Fitzgerald, of Sackett's Harbor, responded to the toast, "The Trials and Tribulations of a Country Supervisor." Mr. Fitzgerald paid his respects to a few of his personal friends, with remarks that the assemblage enjoyed, whether those friends did or not. The ingratitude of the city

members of the board of supervisors to the country supervisors was lightly touched upon, and a humorous allusion was made upon the strenuous search, covering several states and many cities, after bargains in getting furniture for the new county building, but the speaker maintained that the committee saved the county money. He closed with a personal eulogy upon the life of his friend, the late John R. Washburn.

C. C. Lathrop responded to the toast, "Tribulations of a State Inspector."

A tenor solo was rendered by Mr. Jumps, "Under the Bamboo Tree," responding to an encore with, "A Good Little Sunday School Boy." Mr. Jumps will be greatly missed at local gatherings, as he soon leaves to accept a professional engagement.

Levi A. Page, superintendent of the poor of Ontario county, presented a paper which was attentively listened to.

Mr. Page was followed by C. E. Cole of the *Times*, who made pleasant reference to the editor of the *Standard*, showing that the latter, from the speaker's point of view, was the chief prevaricator of the Watertown fraternity, instead of the speaker, as Mr. Rhodes had endeavored to show. Other Jefferson county men came in for a goodly share of Mr. Cole's shafts, which were enjoyed by the delegates. In a serious vein, the speaker told of the value of the newspaper of to-day, and how they aided in every good cause. Enriching others, the members of the newspaper fraternity are content to live and die; poor but honest. He also paid a glowing tribute to the work of the superintendents of the poor.

Mr. Cole was followed by Miss Oakes, who recited in her charming manner, "A Small Orator."

Frederick Howard, of Erie, responded to the toast "The Public Service," in a brief manner, giving some personal experiences.

A soprano solo was sung by Mrs. Horton, "If I but Knew," responding to an encore with "The Slumber Boat."

The last toast, "Our Tendencies," was responded to by Arthur Warren, supervisor of Monroe county, substitute for C. V. Lodge, who was absent, and no one present could possibly regret the sub-

stitution, as it is doubtful if Mr. Lodge could have convulsed his hearers to the extent that Mr. Warren did. He was loudly applauded, and after such a long session, the merriment produced sent all to their beds in a happy frame of mind. Mr. Warren paid a deserved tribute to the wives of the superintendents and the lady officers of the various charity associations of the State.

THURSDAY MORNING SESSION.

The Convention was called to order at 10.30 o'clock by the President, who announced the following committees:

Committee on Legislation.

C. V. LODGE, Monroe.

FREDERICK HOWARD, Erie.
D. W. HITCHCOCK, Dutchess.
CORTLAND CROSMAN, Genesee.
E. SPICKERMAN, Schoharie.

Committee on Topics.

CYRUS C. LATHROP, Albany.

HENRY MAYBEE, Putnam.
LEVI A. PAGE, Ontario.
MRS. JENNIE E. HOUSE, Erie.
E. F. MERWIN, New York.

The committee on organization reported as follows:

Organization for 1903-1904.

President.....PATRICK REDMOND, Watertown, N. Y.
(Superintendent of Charities of Watertown.)

1st Vice-President.....JOHN KIRKPATRICK, Suffolk Co.
2d Vice-President.....WM. VAN DUZER, Chemung Co.
Secretary and Treasurer.....J. W. IVES, Wyoming Co.

It was moved and seconded that this report be adopted.

Carried unanimously.

It was also moved and seconded that a committee be appointed to draft the by-laws, rules and regulations of the Convention. Carried.

Proceedings of the County Superintendents of the Poor.

The committee on time and place reported as follows: Place, Patchogue, Long Island; time, from Tuesday, June 25, to Friday, June 28, 1904.

The above report was unanimously adopted.

The Chair appointed the committee on organization, to draft by-laws, rules, etc., to govern the Conventions.

MR. KIRKPATRICK, of Suffolk:

MR. PRESIDENT, AND LADIES AND GENTLEMEN:

I wish to thank you on behalf of the citizens of Patchogue, for your courtesy in accepting the invitation of the Queen city of Long Island to hold your next convention at that place. We will try to entertain you, perhaps not in the way that you have been treated by the good people of Jefferson, but in a way which you will enjoy. I hope you will come to us two thousand strong, and we will endeavor to make your visit one of unalloyed pleasure and trust that it may also be of benefit to those under your care. (Cheers.)

President called for the paper of Dr. E. Vine Stoddard on "The Education of the Defective," and there being no response, Mr. Long said that the convention would listen to Mr. Redmond, of Watertown, who would speak on "Outdoor Relief."

MR. REDMOND said:

MR. PRESIDENT, AND LADIES AND GENTLEMEN:

Before telling you how we administer outdoor relief in Watertown, I first want to thank you for the honor you have conferred upon me to-day in making me president of this organization. I appreciate it very much indeed.

Now, in the matter of outdoor relief we are very strict both with the county and town poor. We investigate every case. However, if a person applies for help he is not put off until we make the investigation. We give him a small order for a dollar and a half perhaps, and if we are beaten it is but a matter of a couple of dollars. Our greatest trouble is with wife-desertion and intemperance. We have four children in the Franklin Street

Home and seven in St. Patrick's Home, three of whom belong to a man who pays three dollars for their support. It costs the city $4.50, but he pays all he can afford to pay. His wife has left him. Intemperance is our worst enemy. Wife-deserters are severely dealt with if we can get hold of them. I never fail to pursue, and if possible, prosecute them, and I rarely fail in the end to make him provide for his family. We post the names of men in the saloons whose families are receiving help, and prevent the sale of liquors to such men under penalties imposed by statute. We have in our city a bureau of charities, managed by Mrs. Walker, and we work in harmony. If an application is made to her she will telephone me or get into communication with me to find out if I know anything about the family. The late Mr. Washburn always worked with us, and I will say that we never had a moment's disagreement in the years we have been together. We have held meetings and talked over the different ones applying for help and taken each other's advice. We are on the borders of Hamilton, and the city of Hamilton is a manufacturing town, and in the spring they flock over. They stay all summer, and in January or February they get out of money and apply for help. They have not gained a settlement. Maybe two or three week's help would tide them over, and that is charged to the county. There are some who come from Franklin county and settle in Watertown. They are a degenerate class and I should not help them unless they went to the county house. If they apply now they are county charges but in a short time they will be city charges. If a party comes in from over the border and has not gained a residence of one year, he is a county charge for temporary relief. We do not grant any permanent relief.

PRESIDENT LONG—It gives me great pleasure to introduce to this convention the Hon. Julius M. Mayer, judge of the Children's Court of New York city, who will tell you how he looks after the interests of delinquent children.

Proceedings of the County Superintendents of the Poor.

JUDGE MAYER spoke as follows:

DELINQUENT AND NEGLECTED CHILDREN.

MR. PRESIDENT, AND LADIES AND GENTLEMEN:

This subject of the Children's Court is almost endless, and to convey to you some idea of the tremendous amount of business—if one may call it such—transacted by our court which has been in existence only since the 2d day of September, 1902, and whose jurisdiction extends only over the boroughs of Manhattan and Bronx, comprising the old city of New York, I may inform you that from the 2d day of September, 1902, to the 12th day of May, 1903 (the last date when we ascertained the total number), there were arraigned before this court children under sixteen years of age to the number of 4,734. What happened to them and the method of dealing with them, I shall presently relate.

The Legislature established this Children's Court in New York for the old city of New York. Jurisdiction in respect of children was taken away from the city magistrates and conferred upon the Court of Special Sessions, which in our division has six members, and which is an intermediate court between the city magistrates and the highest criminal court, the latter tribunal trying felonies and the judge sitting with a jury. The city magistrates, as do your justices of the peace, have summary jurisdiction in regard to vagrants, disorderly persons and others, but in the main have only power to hold for trial for a higher court, and this intermediate Court of Special Sessions has jurisdiction of all misdemeanors committed within the county of New York. To this court of six judges was added the court which is now known as the Children's Court. The law provides that the Children's Court shall be separate and apart from any other court, and, if practicable, in the same building with the offices of the Department of Public Charities for the examination of dependent children, and, if not in the same building, as near such building as practicable, in a building to be selected by the commissioners of the sinking fund. I mention this because some day

a Children's Court may be found important and desirable in some of the larger communities of the State, and it would be wise to see that this same provision is made in the statute providing for such court. It is expedient that the Children's Court should be in the same building as this bureau of the Department of Public Charities, in order that there may be at hand for the information of the judges, the records and statistics of persons coming before that court, so that in the case of a parent seeking to have his child committed, not because the child has done anything for which he should be committed, but because the parent wishes to be relieved from the responsibility of the care of that child, we have at call the records of the Department of Public Charities which will not infrequently tell us the history of that family. Another reason is that no child which should correctly be classed as a dependent child and therefore committed by the Commissioner of Public Charities, should ever be committed by any judge of the Children's Court. By "dependent" child I mean one who has done no wrong, and whose parents have done no wrong, but who are legitimately poor. It is an injustice both to the parent and the child, under these circumstances, that the child should be committed by any judge or court. The proper authority to care for that child is the Department of Public Charities. Such a child is properly the subject of charity and not of correction, and in our city we who have charge of this matter, decline to commit a child which is a dependent child, and we send that child to the Department of Public Charities where, through the Department's equipment, it is able to inquire into all the facts, and in a proper case, make a commitment. Of course I realize that the question of expense must be very carefully considered by the various counties; it is one which we consider also, but not, perhaps, with that exact care and detail which you do, and yet while I am at all times practical, it is only fair to say that no child should ever be committed by a judge when as a matter of right it should be cared for by the Department of Public Charities or a similar department of the community.

Proceedings of the County Superintendents of the Poor.

Having described to you the physical situation of the court, it may be interesting to know how a child gets into court. A child is arrested like any other person. In our city, the law prohibits the taking of the child to a police station except for the purpose of giving bail. The police officer shall at once take the child into court, if it is in session, and it is in session every day except Sundays and holidays. If the court is not in session, the child is taken to the rooms of the New York Society for the Prevention of Cruelty to Children, where there are excellent accommodations so far as physical care and attention are concerned. During its detention, which is only for over night, the child is bathed and provided with clean things and with a comfortable bed and good food until the following morning when it is taken to the court. Arriving there, the boys are placed in one room and the girls in another, and but one child at a time is admitted to the court room—a plan which I see is followed, in substance, by Judge Murphy, judge of the Children's Court of Buffalo, or perhaps adopted by him before us. The court room is so arranged that the whole scene with the child takes place in a narrow, limited space, and the great mass of people who attend the court are in the back of the room. The purpose is that the child's affairs shall be its own, its parents', and the court's, and those necessarily interested as officers and witnesses. It is the intention to have the child physically and sympathetically near the judge.

The idea of a separation of the Children's Court from any other court, was that it should be treated in every respect as separate and distinct from a court for adult offenders; that the boys might not have the temptation to play the theatrical which seems to come to many boys when they find themselves among a crowd of people. The main purposes in creating this court were that the judge should have the time to attend to the children, and that the child should be treated along the line of reformation rather than of punishment; for whatever differences of opinion may exist in regard to the treatment of adult offenders, in this there can be no difference of opinion; that Children's Courts should

have in view the reformation of the child and not its punishment; for every child we save by this means, and place upon the right side of society's ledger, is just one more person saved from your almshouses in the county and city, and one more who contributes to, rather than takes away from, the general product of the people.

In our city the nature of the acts the children do are different from the acts done in smaller communities, and I have in a rough way classified the children who come to our court as (1) the mischievous; (2) those committing a crime as the result of temptation; (3) those whom we may call for want of a more scientific name, the children of criminal tendencies; (4) the children who are neglected by drunken, dissolute, or otherwise incompetent parents; and (5) finally, what we call disorderly children, meaning by that children over whom their parents have lost control, who have either run away from home or are associating with evil companions, but who have not committed any crime.

It may interest you to know what, during the first six months, has been the disposition made of the different children who have come before the court, and the different kinds of things for which they are there, if they are properly there, either for offenses little or great, or neglect of parents, which, of course, is no fault of theirs, or for the acts not amounting to criminal wrongs.

There were arraigned from September 2, 1902, to February 28, 1903, of children under the age of sixteen years, 3,066. Of these, 1,385 were discharged, meaning thereby that the child was innocent or that the testimony was so evenly balanced that the child was entitled to the rule of law that where there is a reasonable doubt the defendant must be acquitted. Six hundred and ten of this number were committed to institutions, so that only about one-fifth of the total number arraigned during the period in question were committed to institutions. Nine hundred and thirty-six were let go on suspended sentences; those sentences were suspended immediately at times, and at other times after parole—a system which I shall presently explain—after the court had

become satisfied that the child had worked out its parole. On the date when these statistics were taken, there were still on parole 151 boys and three girls.

Of the serious charges against these 3,066 children 161 were for burglary; felonious assault, 27; assault in the third degree, meaning a fight with the fists or some assault not amounting to a felony, 66; malicious mischief, 34; grand larceny, 172; petit larceny, 497; robbery, 27; forgery, 4; attempted suicide, 2; arson, 1. The number of children who came as the result of improper guardianship was 634; of the children I have described as disorderly there were 278. Of this total number of 3,066, 2,815 were males and but 251 females. We have power to try any child under sixteen years of age for any crime except murder in the first degree, and in reading over Judge Murphy's pamphlet which was handed me this morning, I see that he expressed a hope that the age at which children may be tried for felony might be raised to sixteen, and I have no doubt that it was through Judge Murphy's influence that the statutory age was raised to sixteen. I may also say in this connection, that by an act passed last year (Penal Code, section 291, sub-div. 7) the law requires that a children's court shall be established everywhere throughout the State. This goes into effect September 1st, and is not, I believe, generally known.

Another law applicable only to New York and Buffalo, and one which I think should be extended throughout the State, is this: It does seem a shame that when a child is arrested for a minor offense—such as violation of a corporation ordinance or violation of section 675 of the Penal Code—it is a shame that the child, if it be a poor child, and particularly in a large city where judges at night are not always obtainable, should be detained over night because the parent is unable to get bail, and so the Legislature at the earnest instance of certain people and with the earnest support of our court, passed this law: That in that class of cases the captain of police or the sergeant acting at the police station shall have power to release the child upon its parent's recog-

nizance or the recognizance of the person standing in the place of the parent, and therefore instead of the child who is poor, or who, though not poor, is not able to find a bondsman, being detained over night, he can be taken home in this way. Another act passed by the Legislature to which I wish to call your attention is that which puts the ban upon the low-class junkdealer, who makes more child criminals in New York than any other agency. After September 1st it will be a crime for a junkdealer to purchase any goods, wares or merchandise from a child under sixteen years of age. I understand that in the rural districts you also suffer considerably from boys who steal wire and such materials, and who are incited so to do by the junkdealers who buy these articles from the children.

In regard to the mischievous children, we have many more than you have. In any small community the boys can play all the ball and shinny and similar games they please. In a large city a young child or an older person may be seriously injured, and window panes broken, and the like, and in those cases with us the method usually is for the judge to talk to the boy and let him go on suspended sentence unless he is a constant offender. In the cases of the children of criminal tendencies, and by these I mean the children who are frequent offenders in serious matters we take the course of committing them to institutions. I shall not discuss the relative value of institutional life, except to say that certainly, for this class of children, the institutions have worked wonders in the city of New York. The children are trained in certain useful arts and trades and in this way many apparently hopeless children have turned out very successful young men. The neglected children are the children whom I described to you before. These we commit to institutions, and then under the indenture system they are frequently placed out at a distance from the parents who have forgotten the children and themselves, and away from any evil associations they may have formed. The children who come into this court as the result of temptation we place on parole. That is described by Judge Murphy as the Probation system. We let the children go at large providing there is a home to work on. If there is no

home, you cannot try this system of probation or parole. In a home where the parents are honest and industrious, you have an anchor for your ship. What we require is that the children report to us at a time such as we as judges fix. We have no specific period of parole. From our experience in New York a definite period of parole would be most unwise. We treat each child upon its merits; according to its own circumstances, and in due time the parole is completed and it is discharged. In regard to probation officers, I do not believe that in the end parole or probation officers should be volunteers. We are deeply grateful for the work which volunteers are doing in New York, but I feel that this officer should be a part of the system of the court, under the control of the court which appoints him or her, paid for his or her services, and as much a part of the judicial system as the judge himself, and the officer should not be subject to the direction or suggestion, even indirectly, of any other body or institution of any kind or description. The difficulty with some of the probation officers who are volunteers is that they belong only partly to the court and a considerable part to other people, and I look to the day when there shall be paid probation officers in and about the court. One other thing I wish to call to your attention. It is now provided by law that when a child is committed under any law for any reason, the magistrate making the commitment may issue a warrant for the arrest of the father and examine into his ability to maintain the child in whole or in part, and if satisfied that the father is able to contribute towards the child's support shall make an order requiring the parent to make a weekly payment towards the maintenance of the child in such institution. This law as amended goes into effect September first next, and is section 921 of the Code of Criminal Procedure. I call this to your attention as superintendents and overseers of the poor because doubtless you have the same trouble we have with parents seeking to get rid of their children, and they come into the court and tell how bad the boy is, and we say "Is that so. That is really too bad," and we will tell the parent we will make the order at once, but it will cost just two dollars a week while the child is in the institution, and

the father immediately discovers that the boy is not so bad after all.

We also have a class of children, with whom Mr. Robinson is as familiar as I, where we are asked to send the boy to "college." They are usually foreigners and the interpreter after talking with a parent will say, "He wants to send his boy to college" and that means sending him to one of these institutions at the city's expense, and if it were not for the care that is exercised by everybody, the investigators and the judges, we should have our institutions stacked up with children whose parents are perfectly able to pay for them, and who would get this kind of education at the expense of the taxpayers. There is another direction in which this section 921 of the Criminal Code has been helpful. In certain cases there is not a shadow of doubt that neglectful, indifferent or corrupt parents when they find they cannot get the child committed in that way, so circumstance the child that he will commit a minor offense which will bring him before the court. I have in mind a case of this kind where a boy was committed for petit larceny, and an order was made that the father should pay for the boy's maintenance, for under this law we are able to make the father pay for the child if the crime he commits is the result of the parent's fault. Surely the parent should pay the expense that he has put upon the community through his own fault. I do not mean to say, of course, that if a parent has a bad boy, that he should pay for his maintenance if committed to an institution but I do say that if these laws were known throughout the State, many a dollar would be saved to your counties, as it is being saved in our county, for we consider this court by indirection, as much a court for the parents as for the children. In the case of good parents, we make them in effect the probation officers, and a bad parent we make suffer in the way that touches him the hardest in New York city—his purse.

During these six months which I have spoken about we paroled 411 boys and 16 girls. Of this number sentence had been suspended on 212 boys and 6 girls. That number had shown themselves capable of being trusted and needed no longer to be under

the watchful eye of the court. Forty-three boys and 2 girls had forfeited their parole and were committed to institutions, and on March 31st there were still on parole 151 boys and 3 girls, meaning by that that the time when we are satisfied as to the wisdom of placing them at large had not come.

That, ladies and gentlemen, is a very brief outline of the Children's Court. Before I leave it, perhaps I should call your attention to a most extraordinary lapse on the part of the State of New York. If a boy is over eighteen years of age and commits a misdemeanor, there is no reformatory or institution in the State of New York to which he can be sent. If he had committed a felony, you could send him to a reformatory, but if he commits a lesser crime he must be sent to the county jail or the penitentiary, unless you suspend sentence, which is not always best. We had a boy the other day who had no home, no family at all, and he had fallen into the hands of an older man who had taught him to be his confederate in shoplifting. Many shoplifters steal things of $25 or under so as to be arraigned for petit larceny. We could not parole that boy as there was no home to work on; we could not suspend sentence on him because he would regard that as a premium to go abroad and continue in the path of evil. He was 20 or 21 years old, and we could not send him to a reformatory because he had not committed a felony, because he had not stolen more than $25—$25 and one cent—we could not treat him as well as if he had, and he had to be sent to the city prison, where he will associate with others older and more experienced in crime; and the time has come, it seems to me, when men like you, men of influence in your communities, should call this matter to the attention of the representatives you send to the Legislature. It is true that under section 698 of the Greater New York charter the commissioner of correction is obliged to classify offenders and separate the youthful and less hardened from the older and more depraved, but that does not fully meet the situation to which I have referred. I hope that I have impressed upon you the importance of the Children's Court, and its

importance as a good financial investment for every community, for as I have said over and over again, in addition to your duty to these unfortunate children, we have the greater duty of training them into producers and preventing them from being parasites on the community.

PRESIDENT LONG stated that Mr. Mayer would be pleased to answer any question in regard to delinquent children the Convention might desire to ask.

MISS CLARK, of New York—I would like to ask Judge Mayer what facilities his court has for investigating into the ability of the parent to pay for the maintenance of his child in the institution to which he is committed?

JUDGE MAYER—The law provides a regular court proceeding in which the parent may testify fully as to his means, and, in addition, the agent for the Society for the Prevention of Cruelty to Children makes an investigation. If the judge is not satisfied with that report, or the testimony of the parent, he may select some person in whom he has confidence to make further investigation.

MISS CLARK—In case the circumstances of the parents change during the term of commitment, have you any means of looking into that?

JUDGE MAYER—I want to speak about that. The term of commitment is rarely determinate. Our percentage of commitments is small, only about one-fifth, a smaller percentage than ever before in the history of our city. We commit only after great care and rarely for determinate periods. All these institutions have regular courses of study, and everything is planned on that line, and when we commit for a certain time we embarrass the institutions and hurt the child, so it is distinctly their duty to determine when the child shall be released. For this reason determinate periods are few and far between.

MISS CLARK—Assuming that the child was committed at the age of twelve years, and it was the disposition of the institution to detain him until the age limit, I don't see that you have the

facilities that are so important in connection with all charities for determining the rate to be paid by the parent. Don't you determine it all at once?

JUDGE MAYER—Yes; but they have the right to come back and apply to the court to have the order modified if their circumstances are changed, and almost any court would entertain the order.

MISS CLARK—Assuming their parents' circumstances should change for the better?

JUDGE MAYER—That I think would be doubtful.

MR. LONG, of Westchester—Have you authority, Judge Mayer, to commit for any definite time to an institution?

JUDGE MAYER—Yes, where the institution receives money from the city, county or State.

Q. Are you a magistrate?

A. Yes; justice with a magistrate's power, and the same powers as a police justice in the town.

Q. Have justices of the peace in towns the right to commit to any private institution for any definite period?

A. As distinguished from indefinite, yes. I have no doubt of it.

Q. You stated that 634 children had been arrested and brought before you on account of the parents' neglect of them. I would like to know what crime they were arrested for?

A. In a great majority of cases they had done no wrong but are brought before us under section 291 of the Penal Code, which provides that if a child is found not having proper guardianship he must be taken before the magistrate and committed to an institution, and in this way 634 children were guilty of offenses not crimes, and as begging or soliciting alms, in certain cases being in vicious places and the like, but the great mass of the 634 children had done no wrong but were the victims of bad surroundings.

Q. Did you not say that it was your custom to turn such children over to the Board of Public Charities?

A. Only in case of dependent children.

Proceedings of the County Superintendents of the Poor.

Q. What power has the court to enforce the orders to pay for the child?

A. The court has a most complete system. A judge sitting as a magistrate makes the order under section 921. As long as the parent complies with the order, he is all right. When he does not comply with it, he is guilty of a misdemeanor and can be sent to the penitentiary or fined, or both.

Q. If a magistrate should send a child to one of these institutions and he is not afterwards committed by the superintendent of the poor, can they collect pay for the child?

A. That is a difficult question to answer because it involves a construction of some laws that are not applicable to the city of New York, but I have called your attention to this because I feel that there are many cases in which your justices of the peace can examine into the ability of the parent to pay, and thus save money.

Q. But does it change the law that a magistrate committing a child for a year, the superintendent of the poor must renew the commitment at the end of the year?

A. I don't believe it is changed.

Q. Under twelve years of age you commit them to orphan asylums?

A. In cases of neglected children, yes. In other words, we make most of the commitments of neglected children to institutions other than the Juvenile Asylum and Catholic Protectory, although in other cases we do commit because they have separate wards for little children.

On motion of MR. PAGE, duly seconded, the convention tendered to Judge Mayer a vote of thanks for his able and instructive address.

MISS MARY VIDA CLARK moved that a committee be appointed composed of the agents of all placing-out societies, to discuss the work of finding homes for children.

Convention then adjourned to 2.30 p. m.

AFTERNOON SESSION.

The convention was called to order at 2.30 o'clock.

PRESIDENT LONG—I will read a letter from our absent colleague, MR. D. C. GRUNDER, Allegany:

"*Mr. Lafayette L. Long, President:*

"MY DEAR MR. LONG—Please accept my sincere thanks for the kind expressions of sympathy. Mrs. Grunder is now at the sanitarium at Hornellsville by the advice of our family physician, where, with proper treatment and being relieved from the burden of care which no power on earth could induce her to lay down here at home, we are in hopes that she may regain her health and strength.

"During the eighteen years in which we have had charge of the Allegany County Almshouse we have never missed but one of the annual gatherings of the superintendents of the poor, and I desire to say that we never returned to our home from these meetings without having gained some strength, some new ideas, which were of benefit to us in carrying our work to a successful issue.

"Some of the Old Guard have been called in. Their accounts have been closed and their works shall follow them. We miss their friendly greeting and the cordial grasp of the hand, but we cherish the memory of the pleasant hours and days passed in companionship with them.

"I trust that your convention may be a pleasant one, as well as instructive and beneficial to all who may be so fortunate as to be with you.

"Sincerely yours,

"D. C. GRUNDER."

MR. PAGE, of Ontario, offered the following resolution:

That the executive committee of the State Conference of Charities be requested to change the time of holding the annual conference to such a time after November as will permit supervisors

lature, I think we can get a law passed. If we make them think we want it we will get it.

MR. PAGE—I will second the resolution offered by Mr. Lodge, and I think Mr. Lodge as chairman of the legislative committee should take the matter in charge and have it presented and notify the superintendents of the poor when they are to do their part.

The resolution of Mr. Lodge was declared carried.

PRESIDENT LONG—MISS MARY VIDA CLARK will now present a paper on a most important subject embracing our infant wards.

MISS CLARK read the following paper:

THE PLACING-OUT AGENT,

QUALIFICATIONS AND METHODS.

By Mary Vida Clark, Assistant Secretary State Charities Aid Association.

The qualifications and methods of the placing-out agent are determined by the purpose of placing-out work. They are the means to an end. And what is the end which such work aims to reach? It is the welfare of the children who are concerned. The reason why children are placed in family homes is because that is considered the surest way of turning them into self-supporting and self-respecting men and women. Setting the solitary in families is a business which has in its favor the best authority and the best precedent. But there are families and families—and there are some families that the solitary will not be benefited by joining. When we undertake to do the work of Providence, and select the environment in which a human soul is to develop, it behooves us to make sure that, so far as human foresight can reach, we are making a wise choice. If we undertake to meddle with a helpless human life, and blunder in our meddling so that that life is ruined, and that soul lost, then we know what we deserve. It were better that a millstone were hanged about our neck and we were drowned in the sea.

There are two problems before the placing-out agent—the child and the family. The primary qualification of the placing-out agent is to understand both, and that means a knowledge of

human nature at all ages. The agent must not only understand the child, but be able to get on with the child, be liked by the child, win its confidence and share its secrets. This is necessary in the first place to select the right home, for while there may be many good homes there are only very few that are just right for any particular child. If you understand a child so well that you know just what kind of a home to select, then you make the kind of a match that is supposed to be made in heaven. In the second place, it is necessary to understand the child and gain its confidence so that it will tell if it is not happy, and why, so that conditions may be so changed in the home selected as to obviate the difficulty, or a transfer to another home may be effected.

But a knowledge of children and a love for them is not half the equipment of the placing-out agent. Children vary within comparatively narrow limits, but families—they vary as the size of the pebbles on the seashore, and to know them one must have the wisdom of the serpent. In fact no amount of knowledge of life can be amiss. One must be a combination of a friendly visitor and a detective, at the same time sympathetic and skeptical. A family applying for a child must be held guilty until found innocent. It is necessary to suspect the worst motives in order to prove the best. The agent must be tactful—all things to all men—so as to get everything out of everyone that can have a bearing on the character of the family. Tact is the first requisite. The second is insight. It is not sufficient to get on with people—one must get into them, into their secret thoughts, and feel by intuition as well as know by investigation what sort of people one is dealing with. Another important quality is disinterestedness, the ability to keep one's own feelings from influencing one, not to care what kind of impression one makes on applicants for children, not to be afraid to disappoint them, not to be sympathetic and yielding against one's better judgment—always to remember that it is the child, not the family, for whom one is working, for whom one is responsible, and that the child's welfare is the only thing to be considered. The agent who places out children must be indefatigable, willing to travel night and day and to sacrifice personal

comfort and personal engagements to a degree required in few other professions. In fact success in this field more than in most, requires that one's heart and soul should be in the work. The person who thinks that most anyone can place out children has a great deal to learn. There are few professions which require so many natural qualifications and so much experience for true success.

Now to pass on to the methods of the placing-out agent. I can but repeat the old, old story that I have told so many times and that you know by heart, but perhaps the revolutions of the political machine have brought us some new men this year, so I will take heart to tell my tale once more. The watchwords of the placing-out agent are investigation and supervision—investigation of the home before the child is placed in it, supervision afterwards. How extensive should the investigation be? It should be extensive enough to leave no room for reasonable doubt regarding the character of the home. If the person who is to place the child has known the family with which it is to be placed for years and years and known all their relatives and friends, and their life-history and their daily life, I see no reason why that person should get together an elaborate collection of written evidence about their family, except for purposes of record. But if the family is unknown to the agent, or only slightly known, then such evidence is invaluable. I say this because some people think the association with which I am connected is indissolubly wedded to certain fixed forms, and I want it understood that those forms are to us but a means to the end we have in view, and if we could reach our end by some shorter and easier way we should take that way. Our end is as complete information as we can get, and to that end we take the following steps. I describe our methods because they are the best I know. If we knew any better, we should adopt them and I should describe them, and if you can pick flaws in these, you will do us a service by so doing. We secure written evidence about families applying to us for children —first, for the sake of having full records on file; and second, for

the sake of discovering that a home is bad without the expense of visiting it. We never approve a home without a personal visit, but we often disapprove a home without such a visit. Written evidence we consider sufficient to condemn but not to vouch for a home. This evidence comes to us through the application-blank or list of questions filled out by the applicant, and by the reference-blanks or lists of questions filled out by the three persons to whom the applicant refers us, and also by the so called independent references, people to whom the applicant does not know we are writing, and whose testimony is therefore all the more valuable—such people as the postmaster, the minister, the president or secretary of the local Women's Christian Temperance Union or people whom we know personally. We never pay attention to a letter of recommendation brought or sent by the applicant. No one is likely to entrust to a neighbor a written defamation of that neighbor's character. Such references are worse than useless, for they often implicate outsiders in a deception.

If the letters and answers to questions are favorable, then the next and most important, in fact the essential step, is the personal visit of the agent to the home, and to the persons vouching for it. The agent sees all members of the family to find out how each one regards the proposed addition to the household, and also calls upon any person who has been written to with reference to the home, and other persons if the evidence of these is not sufficient. Then when the evidence is all in, it is time for the decision. What the decision shall be is determined by one's standard of what a home should be. The standard should be kept high. No home should be accepted for a young child unless the family is in comfortable circumstances and of unquestionably good character, and the child is to be received in every way as one of the family, and treated as a child of the house would be treated. Any amount of investigation is useless if it ends in the acceptance of a home known to be a poor home. Anyone placing a child in a home should put to himself the question, Should I be willing to put my own child in that home? He who acts in the place of

the parent to the orphan should look at these things from the true parent's point of view. Now perhaps our method of investigation seems to you unnecessarily thorough—perhaps even funny, but I can assure you that our experience justifies it. I will give you a few instances of what those investigations have brought out.

We had an application for a baby from a childless couple in one of the small cities of the State. Now many people say that as people who want a baby must be taking a child for the love of it, not for the work that can be gotten out of it, else they would ask for an older child, a request for a baby is a justification of the family and one need not ask many questions. All the reference-blanks spoke well of this couple in question. They certified that the man was temperate and of good moral character; that he had a good sensible wife; that they had a comfortable home which the references would consider a good home for a child; that their financial condition was satisfactory; in fact everything appeared to be favorable, and the personal visit of the agent might have seemed a mere matter of form. The agent visited the home and found it very attractive, prettily furnished, very neatly kept; and the woman a gentle, sweet, little person one could not but think well of. She had never had a child and longed for one to make her home complete. Now it is one of our rules always to see the husband, first, to see what kind of a person is going to be the adopted father of our child; and second, to see whether he shares his wife's desire to take a child, for if he is unwilling he will be a grudging father and the child a bone of contention between man and wife, and we would not place a child in a house divided against itself. The business of this husband had been somewhat vaguely described in the application-book as that of "Clerk." When the agent asked the wife what firm he was connected with, she seemed somewhat illusive in her answers and her direction as to the location of his place of business seemed very vague. She thought the agent would better meet him at the home when he returned for dinner, but the

to abhor. The child may be taken from school and put to work; he may not be properly clothed, or given a proper place to sleep; the head of the family may die, and the boy may be forced to take his place as breadwinner at too early an age; or a step foster-father or step foster-brother may come to rule over him with cruelty; the same fate may befall the child in a change of foster-mothers, and judging by the popular notion of the step-mother, what would we expect a foster step-mother to be? It seems never too late to learn to drink, and the head of the family may fall in that way. Few families remain stationary. They are likely to either rise or fall, and to change their character with their circumstances.

If placing-out work were done with very great care, supervision would not perhaps be so indispensable; and yet, as a matter of fact, where placing-out work is most pains-taking, the supervision is most thorough and systematic, and where placing-out work is most careless, there is generally no supervision at all. If we believe that after-care of children placed-out is an indispensable part of placing-out work, then in what should that after-care consist? In answering this question, I am not going to talk theoretically, and advance what some of you might consider impracticable ideas, but I am going to describe methods actually in operation which are not only satisfactory in theory, but have proved practicable and successful, in the placing-out agency with which I am connected. Of course a good beginning has been made in the pains taken to secure good homes at the outset. There is always careful inquiry into the circumstances and character of the family, the requirement of satisfactory references, and the personal visit made by the agent, so that when the child is actually placed, there is little danger that the promise of the home will not be fulfilled. The child is, however, carefully watched, and a personal visit to the home of each child is made at least twice a year, and in some cases much more frequently. The visit is at irregular intervals and generally unannounced. A monthly report is received from the child's school teacher

telling the number of times he has been absent or tardy, whether he seemed in good health and well-dressed, and giving his marks in the various branches of study. No method of supervision is more effective than this regular testimony from an unprejudiced and conscientious school-teacher. Correspondence is frequently maintained with some reliable person in the community, such as the clergyman, or the president of the local branch of the Women's Christian Temperance Union. Correspondence is also maintained with both child and foster-parent, and this method of supervision is helpful in combination with other more effective methods, though of course, comparatively valueless alone. The reliance that some people place upon such correspondence is an evidence of a truly remarkable faith in human nature, as if the foster-parent would be likely to write and describe his method of maltreating or neglecting the child, or the child would be likely to venture on a written description of such treatment. The form of neglect most frequent is keeping the child from school, and this is not by most children regarded as so serious a deprivation as to warrant the child's resorting to a formal complaint. The foster-parent and the child cannot be relied upon to supervise themselves. This work must be done by the one who has brought them together.

In the case of institutions or societies placing-out children, one or more agents should be employed for this special work. It certainly should not be left to the already over-worked superintendent or matron. The duty of the superintendent or overseer of the poor is perhaps not so clear. If each official were responsible only for the children placed out by himself during his term of office, the work would not, perhaps, be arduous, but as each superintendent and overseer is *exofficio*, responsible for all children who have been placed out by previous incumbents of his office, and are still wards of the department, the task is a heavy one. With the superintendent of the poor changing every few years, the continuity of experience in the office is constantly broken, and much work has to be done over and over again. For every superintendent to get acquainted with every child and

family brought together by his predecessors is quite a task, but if no other way of keeping track of the wards of the department can be devised, this should be done.

Where it is possible, superintendents and overseers of the poor might well avail themselves of the assistance of private societies. If a wise, reliable, charitable society is willing to relieve the officials of the burden of finding homes for dependent children, and supervising the children in the homes, the officials might very well consider using such a society as an agent, and secure through it a continuity and economy in the work that it is difficult to obtain under present political conditions. Such coöperation between public and private bodies has worked most successfully in the case of the Newburg Agency of the S. C. A. A., and the Almshouse Commissioners of Newburgh, and also in the case of the Columbia County Agency of the State Charities Aid Association and the Superintendent of the Poor of that county.

As this Columbia county agency is the best example of what I have in mind, and as it has not been described at any of these conventions, I am going to speak briefly of its organization and its work. It was started two years ago last January. Our committee in that county had felt for some time that the county was supporting more children in institutions than was absolutely necessary for a population of that size. There were about one hundred, in six or seven different institutions, as county charges. I was asked to bring the matter to the attention of the board of supervisors, so in December of 1900, I obtained a hearing before the board of supervisors. I reminded them that according to the rules of the State Board of Charities which have the standing of law, county charges in private institutions must be approved annually as such by the County Superintendent of the Poor, and this approval must be based on an annual investigation into their circumstances. Of course, this was not being done in that county in any but a perfunctory way. It can't be done by the Superintendent of the Poor in most cases, especially when this official is also keeper of the almshouse. But the supervisors should uphold the superintendent in employing such help as is required to do this work as it should be done. I made

an offer to the board of supervisors of Columbia county that if they would contribute $500 towards the salary and expenses of an agent for a year, we would secure an agent who would work under our direction, as well as under the direction of the Superintendent of the Poor, he giving the needed authority, we supplying the advice and experience, and helping by providing free family homes for such of the children as could be placed out. Our offer was accepted, the agent engaged, and the work started. This was in January, 1901. At that time there were ninety-eight children in institutions being paid for by the county. After one year of work the number was reduced to sixty-two, after another year to fifty-five, and at the present day there are forty-nine children dependent on Columbia county, just one-half as many as two and a half years ago. The work has cost the county $500 a year. It has saved the county about $4,000 a year. It has enabled the county to observe the law, and what is, in our opinion much more important, it has put a stop to the wholesale burdening of the county with the support of children who could be supported by their own families. The agent investigates every application for the commitment of a child to an institution as a county charge and advises the Superintendent of the Poor regarding the case, so that he can act with full information as to facts. Cases that are accepted are those where the parent or parents are temporarily destitute and require to be relieved of the care of their children until they can get on their feet again. Cases which are refused are those where the relatives are financially able to care for their children, and are seeking to impose an unnecessary burden upon the public. Frequently such cases are men who have lost their wives. They are earning as much as ever and are well able to support their families. If they cannot keep up the home they can at least pay the board of the children in a family or in an institution, but there is no necessity that the children should come on the county. The agent also looks into the circumstances of the families of children who are in institutions and keeps track of their whereabouts and their prospects. If they are found to be financially able and morally fit to resume the care and support of their offspring, then the children are re-

turned to them. If they are found to be financially able, but not morally fit, then they must pay the board of the children or else give them up to be placed out; and if they are neither financially able nor morally fit to care for their children then the children are provided with other homes. Every case is scrutinized and kept under careful supervision, and the people of Columbia county are learning the meaning of parental responsibility to the benefit of the children and of the county treasury.

Such work should be done in every county, and in our opinion the best way to do it is for the public officials to coöperate with private agencies. Thus you have the combination of authority and ability, the power to do and the knowledge of how to do. I have shown that the qualifications of the placing-out agent are very various and special, that it is a profession that only training and experience can qualify one to pursue, and that the methods of such work are systematic and continuous. No such work can succeed where the agents are subjected to the revolutions of the wheel of politics. The same people must be retained year in and year out, administration in and administration out, and the best way to secure stability and permanence and success in the work is to secure the coöperation of private agencies, for while superintendent and supervisors come and go, they go on forever.

PRESIDENT LONG—I will defer discussion on Miss Clark's paper until after the presentation of a paper by MRS. JENNIE R. HOUSE, as both deal with different phases of the same topic. It gives me pleasure to introduce Mrs. House, county agent of Erie county, who has been so successful in placing so many of that county's minor wards.

MRS. HOUSE then read the following paper:

THE ORPHAN WARDS OF THE STATE.

"The home is the unit of our civilization." American homes are the wonder and admiration of the world. The Puritan idea embodied the family and Plymouth Rock was dedicated to liberty and home protection. To the pessimist it would seem that the

pure homes and tranquil lives of Abraham Davenport's time were a thing of the far past, but we believe that the spirit of our pioneers is not crushed out by modern worldliness. In spite of the insidious eating of vice and crime, twin attendants of increased wealth and prosperity, the home is still holding together our commonwealth.

To the student of social conditions the tremendous importance of its work and influence need not be elaborated upon; it is too well understood; its needs stand out too prominently upon the mental horizon of the thoughtful.

We are solving social problems, not merely by the use of midnight oil and brain tissue, but in hand-to-hand conflict with wrong, tooth and nail as it were, using up muscle and shoe leather—too busy with facts to theorize—too weary with the day's duties to consume the rest-hours except in company with "tired nature's sweet restorer."

We are here to talk business, to discuss methods, to devise means that our future may be more fruitful of good. Our field is the Empire State, queen-rose in the bouquet of nations. Its homes are its foundations, which, with Christ as the corner-stone, in Whom "all the building fitly framed together groweth unto a holy temple in the Lord."

Some one said at Albany, "We owe a duty to the race which we can only fulfill by combating the causes of its existence;" another said, most aptly, "Self-respect is the saving grace of mankind." We are combatants of Satan and his giants, intemperance, impurity—breeders of poverty and crime. To make independent, to arouse self-respect, to plant in pure homes the innocent objects sent off by the centrifugal force of the great wheel of sin in its awful revolutions is our God-given work.

We hope in this article to answer some of the many questions asked, to touch upon subjects which will bring helpful suggestions from others, and to simply and practically place before this intelligent audience one of the most important questions of the day to us.

Proceedings of the County Superintendents of the Poor.

What is our responsibility in regard to the character of those who are to make our country's future history?

The dependent children with whom we deal may be placed in free homes if full orphans, if surrendered or abandoned, and in some cases if taken from unworthy parents by the Society for the Prevention of Cruelty to Children. We are questioned in regard to the source from which they come. To those here who have had experience in helping the abandoned woman, in caring for the motherless child of the inebriate or the criminal, and in sheltering the orphan, homeless from any cause, the question is superfluous. It is here the innocent effect of an unhappy cause. The diseased condition of society has reached a crisis in its case and the cure has commenced. The first stage of cure is the orphan asylum, the seat of sanitation, sanctity and supply.

"O how good it seemed to have such nice things to eat!" said Pearl, who had an insane mother and who had been kept locked in a miserable room from morning till night, who had been struck with a broomstick and fed from the garbage barrel. In parenthesis let me say, this same child is now, through Erie county's poor department, the radiantly happy daughter of an ideal Christian home in one of New York's most beautiful lake farming regions.

We had designed speaking of the causes of indigence, but as it may be like bringing coals to Newcastle to attempt to inform the informed we will only mention a few examples.

The steerage of an ocean liner brings a big German girl to our shores. Becoming a domestic in a family, the too common result follows. The surrender which brings social extinction to a woman drove her to the county hospital. She could not support herself and her child, and the little one is left to begin the up-hill road of life in a Christian home.

A father becomes totally disabled and a mother dies. The bright, refined children become public charges and are placed in family homes.

Proceedings of the County Superintendents of the Poor.

A pretty (?) woman's husband deserts her for the Klondike, or for some other woman, and she is unable to pay her board and that of her children on the four dollars a week which she earns; the little ones are surrendered to the county.

A Polish family composed of a father, mother and three children live in great poverty until the faithful wife succumbs to disease, as the faithless husband has long since to grog, and the children take the asylum cure, followed up by convalescence and complete restoration in good homes.

A father and son are keeping house together in a way that would shame the pigs. The former works and drinks, the latter cooks the meals, does the marketing, sleeps on a shake-down and runs in the streets. His clothing is filthy, he has fallen among thieves indeed. The good Samaritan, a city missionary, rescues him, brings him to the superintendent of the poor and asks that he be placed in a family home. Thus they come from Satan's mill, which like the mills of the gods grinds slow but grinds exceedingly fine. Said Sarah B. Cooper before the National Conference of Charities and Correction, "The prevention of crime is the duty of society, but society has no right to punish crime at one end if it does nothing to prevent it at the other end. Society's chief concern should be to remove causes from which crime springs." A longing is excited in the heart of the agent who deals with the fruit of crime to get at the root, to teach the girls the awful consequences of sin, to warn parents of the necessity for training children along right lines, for building a wall of love around them, for keeping sweet and pure the atmosphere about them, of impressing upon them the fact that whatever enters into the first of the child's life enters into all of his life. The elusive, most mythical giant, heredity, stalks ever in front of us, frightening the self-centered, the cautious and the commercial-spirited. It is fearful, as untraceable, we grant.
an offspring of the jukes, but m
an inheritance as good as an

rigible is the grandson of a talented and highly respectable woman, a member of an old and honored family. Many others are from homes planted on grounds of the highest respectability. The child of seemingly low birth often develops refined tastes and excellent principles. As a rule they are better than the child autocrat of the ordinary household or we could never keep them in homes. The very fact of their dependent condition and their desire to stay in the home is a constant check upon them and aids in overcoming hereditary tendencies. With wise and loving foster-parents a dependent child of the lowest birth becomes a perpetual joy and creates in parents a desire to not only become better themselves but to make home better.

THE HOME REQUIRED.

The placing of a child is a guarantee of respectability for the home, for we intend that there shall be no taint of immorality in the atmosphere which our children must breathe. We use only a small proportion of our applications, and while we follow up the good ones with zeal we are not by any means obliged to go begging.

While our homes are far from perfect, and many are poor in this world's goods, the people are pretty sure to be honest, industrious, sober, warm-hearted, and possessing Christian characteristics. We believe with Adam Smith that a man is rich or poor in accordance with the degree in which he can enjoy the necessaries, conveniences and amusements of life, and that many a poor man is rich while many a rich man is pitiably poor.

We require the attendance of the children at Sunday school and day school. People who are not themselves church members are desirous of the religious education of the children, and many are sorely disappointed if the child does not learn readily from books. In cases of young children the love of the foster-parents is remarkable and more children are in danger of being spoiled by kindness than otherwise. Should the State inspector find a child in a home which he thinks unworthy, a little investigation

will probably bring to light the fact that the child is one who is not wanted in the asylum, and who has little between him and the correctional institution, which he dreads unspeakably and which we believe, though an excellent remedy for disease, is in danger of leaving the child crippled in self-respect and self-dependence, giving him a social stigma which must ever keep him from rising to the highest manhood.

We have recently met two intelligent, honest, laboring men who were placed in homes at ten years, going from place to place and receiving, as they think, hard treatment. While we cannot bear to think of a little child, fatherless and motherless, receiving such treatment, and do not intend to allow it in our work, we see in these men that the result is not evil. With tender hearts and high aspiration they have overcome difficulties and made for themselves the best position in the world—that of manly Christian citizenship. One was an applicant for a child. He will probably show the weak spot in his character by promptly proceeding to spoil the child with indulgence that it may never suffer what he has suffered.

RED TAPE IN ERIE COUNTY.

In Hawthorne's charming classic the brave youth who threads the maze of the labyrinth to find and kill the awful monster to whom must be fed yearly a meal consisting of beautiful youths and maidens, carries one end of a silken thread held at the other by a loving hand which guides him to safety. Thus we believe will our crimson cord become not only a guiding power to foster-parents, but will preserve children from that devouring monster, an immoral home. Our application-forms cut off the unworthy from the start, for we believe a person with honest intent will be willing to describe his location, tell his intentions and make a reasonable promise. People whose names are given for reference respond to our appeals in a remarkably kind and ready manner.

In our investigations we intend to be thorough. A first glimpse of the home is a source of anxiety. Have we come in vain? Are

the county's money and time wasted? Have we been misinformed? Will Willie be happy here? Will he be well trained? Our minds are alert, we try to read between the lines, we exercise our feeble skill in getting people to give themselves away by talking, we have the conceit taken out of us in our attempts to read character. After all and above all comes in play that much maligned quality which women are supposed to possess in place of brain tissue, which belongs alone to man—intuition. We feel the calibre of people and are assured or uneasy as the case may be. We *seem* to make mistakes, but more and more we are made to feel that our work is God's work and that which we conscientiously do is a part of the Divine plan. We have so many remarkable incidents which seem almost miraculous that we can not doubt that He who said, "Suffer the little children to come unto Me and forbid them not, for of such is the Kingdom of Heaven," is watching over His own.

The care taken by our superintendent in keeping records gives easy access, by the proper persons, to all that concerns the county's ward. Instead of being loosely held in the grasp of the county the child's welfare is a prominent feature and the guardianship of the superintendent as faithful as though thousands were held in trust for the child's majority. Thus the red tape, instead of being a mere political chimera, becomes a force in safeguarding the child. On the other hand, the foster-parent who conforms to the requirements has behind him the power of a great county in the possession of the child, and finds that no injustice can be done him with such an ally.

SUPERVISION.

The conscientious agent is anchored to the child by the strong sense of duty which his helpless condition incites. He becomes hers in a peculiar sense; she pities his failings and has a mother's charity for his weaknesses; she sees as no other can the contrast between his early life and that of the home child. His very dependence and trustfulness appeals to all that is best in her

and she seeks to win his confidence, to claim his affection, to manifest such an interest in his welfare as to anchor him to her. The child will not so willingly grieve the friend whom he loves. The visit of supervision strengthens the chains of this anchor. Even the bad boy is glad, while he dreads the visit of the agent. If the boy be good what a pleasant visit it is—the toys and the pets are to be talked over, friends and relatives asked after, and new promises given. A heart-to-heart talk with foster-parents strengthens confidence, promotes friendship, insures better care and training, and increases love for the child. Frequent letters are helpful, but from the multiplicity of cares can seldom be written in times of peace, but when war clouds arise in distant homes, and the monthly bill is mounting up, the flow of ink must save "blood-letting" if possible. We aim to visit during the twelve months those children not adopted or indentured, who have been placed in recent years. It often happens that people do not wish to take out papers, but agree to keep the child and do well by it. If satisfied that the adjustment is happy, supervision practically ceases after a few years.

Man's inhumanity to man makes agents often mourn, as well as countless thousands. The person who can not be induced to open his own home to a dependent will see to it that his neighbor does well by the one he has taken. Some of the most dreadful and depressing of our experiences have arisen from the interference of neighbors, who with a back-handed sympathy for the child would drive it into an institution rather than see a neighbor getting something for nothing. We are often led to wonder if God in His estimates sees more sin in the drunkard and prostitute than in the privileged product of an advanced civilization who will deliberately, and without reason, tear to pieces the reputation of his neighbor. Three awful cases have, since last year at this time, perplexed us beyond endurance. One woman who attended a friend's reception one week was visited by an officer sent by this same friend the next to inquire into her treatment of a dependent child. Frail in health she was so affected that she fell sick and died within two days. In another instance two friends were made enemies, and half a village

aroused to mob-pitch at the fire kindled by a venomous tongue —all this in refined society.

One of the most beautiful adjustments we ever made was the placing of a little girl in a pretty home in one of our smaller cities. She was perfectly happy. The foster-mother spent ten dollars at once in improving her appearance. She appreciated all that was done for her—was sweet and obedient. The parents idolized her and did all possible to benefit and please her. Some officious friend of the child's own father found out her whereabouts and set afloat inquiries which brought out the idea that the people were not fit to have the child. A most painful and unnecessary disaster was imminent, as the wolfish nature of good people when aroused can never be quelled until somebody suffers. Death, glorious victor, came to the rescue, and the happy, harmless little one was removed to the home which has no taint. The foster-parents, glad that she could not be removed by the Department, buried her as their own, sparing no expense, and strange as it may appear, the most respectable societies, personages and fraternities sent flowers to ease the pain of these disreputable people.

Sings Mrs. Mulock—

> "A child without a mother,
> A woman without a child,
> We looked in each others' faces
> And our guardian angel smiled."

"Every infant mentality that is born into the world is a seed from the Creator, folded in a tiny human casing, but bearing an important Divine message relative to the progress of human civilization towards God-like ideals," said another.

THE ETHICS OF PLACING-OUT.

"A certain man went down from Jerusalem to Jericho and fell among thieves," etc.

The little man lying so pale and white in his bed at the county hospital has been robbed of good family connection—from the outset he is fatherless. Think of the honest father's pride in his

boy; of his hopes for his future, his delight in his cunning ways, his joyful watch-care, his absorbing love. The wan little man has also been robbed of pride in a pure and self-respecting mother. The awful loss of home and mother can not be estimated. Right well have the thieves done their work.

The boys in the street in front of my home engage in happy play. Among them is one who has been robbed and wounded. He is not yet old enough to feel the pain of his hurts, but they are unhealed, and when, by some inadvertence, he gives offence to his fellows they are immediately torn open and set to bleeding. They have never been bound with the absorbent cotton of adoption into a home.

Can Old Glory wave over a thief? A common highwayman on the Jerusalem-Jericho road? If the home is the unit of our civilization, is not the man the unit of our government? The great burly, relentless, soul-and-body-destroying thief, Alcohol, exists by the will of a free people in a free and enlightened land. "The personal liberty" of those who frequent the "Poor Man's Club" is robbing the little men and women, in whom is wrapped a message from the Creator to our commonwealth, of their rights and leaving them half dead. Another thief more subtle, smaller in stature, with a soul, ten thousand of which could dance on the point of a cambric needle, mean, malignant, despicable, is Impurity. Poor, poor victim of the stab of this elusive sneak thief. Lagging behind the other two lazily, willing to look on while they work, comes Poverty, rather an attendant of the aggressors than an aggressor himself. After the other two have slashed and cut, the maimed body is thrown over to him, who stays behind to beckon the Samaritan across and is not afraid of being brought into judgment because he has reached the last ditch and is ready to be helped across.

Wake up now, listeners, and hear something good about yourselves! Even the great are not adverse to hearing their praises sung. It may be that the superintendents of the poor of the Empire State have not seen themselves in the garb of the Good Samaritan. Political officials are not always supposed to have hearts, but that is because the public is misinformed. The piti-

able condition of the Jerusalem-Jericho victim appeals not only to the position of the superintendent, but to his father-heart, and he is not content to send an ambulance, but dismounts and places upon his own beast the poor unfortunate, and from his own pocket settles the surplusses. We believe there is not in this body of men one whose heart has not been softened by contact with the miseries of others. We know that many a wound has been healed, and the bill not charged to the county.

There is no remedial agency so effective as the adoption into good families of the small victims rescued—that goes without saying. We need not dwell upon the beautiful adjustments, the losses supplied, the reason many have for being thankful for the good which came out of the Jerusalem-Jericho disaster to the victims thereof.

One word before the amen is spoken. As men and women, citizens of this great Republic in which we glory, are we doing our full duty in combating the causes which permit to exist these highway robbers? Are we entering the open door of opportunity in regard to influencing children toward right principles? Great conventions are a means of education to the people at large. Should not the study of social conditions and the paramount importance of child culture be held up before the people? Shall we not help to settle the question of the suppression of evil by increased godliness in our own lives? The salvation of our country, which is menaced by so many perils, depends alone upon the Christlikeness of its units.

PRESIDENT LONG—I hope that the freest possible discussion will be entered into upon these two able papers as the subject is one of the most difficult and important with which we, as county superintendents, have to deal. The bringing up of the indigent children entrusted to our care, in the environment of a good home, means a decrease in pauperism and crime in the years to come.

MR. LONG, of Westchester—It seems to me that the best of the feast has been kept for the last. Judge Mayer's address and these two papers have been lessons from which we will all profit, and if we take the advice given us, great good will result. There is

not a single criticism that I can think of. Heretofore there have always been discussions on this subject.

MR. PAGE related an experience he had had with people interfering between the children and their guardians, and that when the matter was run down it was found that the story was composed by a person not on good terms with the family, and that it is not always wise to act hastily on tales about foster-parents.

MR. NEAL, of the Children's Aid Society, related an experience of his Society where word was received that a boy was being abused by the family he was living in, and when it was investigated it was found that the woman who told the story had been paid ten dollars by an enemy of the family to circulate it. Another case was where a letter was received from a boy stating that he wanted to be taken away from the home in which he had been placed. Mr. Neal had visited him and learned that what had displeased the boy was the fact that the man would not let him have a horse and buggy to drive around to see the girls on Sunday, and Mr. Neal had told the boy that the man did just right. That the first buggy he had ever had to drive in was his own.

PRESIDENT LONG called for the reports of the agents from the different counties.

MR. LODGE, of Monroe—We have the president of our very splendid Children's Aid Society here to-day, and it may not be out of place for me to suggest that Mrs. Norton, who has been with us heretofore, has met with a very severe accident which prevented her coming this year. Mr. Hopkins, the president of the Society, is here; he is an attorney, and he will tell you what legal difficulties we have encountered.

MR. HOPKINS spoke as follows, on

SOME LEGAL DEFECTS IN THE LAWS.

Within the past twenty-five years the duty which the State owes to its children has received more consideration than in any preceding century of the world's history. The welfare of the child is securing a stronger and stronger hold upon the public

conscience; and where this is not sufficient, the appeal to the self-interest of the community is potent. For, if the State is not to concern itself with the welfare of the child on moral grounds, yet it is interested in the question of good citizenship. The child is the father of the man or the mother of the woman. It is becoming ever clearer that the most economical way of providing the State with good citizens is to provide proper training for the children; so that here conscience and self-interest may take the same path together, arm in arm—a somewhat unique companionship.

Accordingly, the last quarter of a century, and more especially the last decade, has not listened to "The Cry of the Children," unresponsive. Their cause has had no lack of champions. At the present day one can hardly look through a magazine without finding some story of the wrongs suffered by the children, with a protest against the continuance of the wrongs. And this agitation has led to the enactment of numerous laws for the protection and proper development of children.

It is not my purpose to enter upon any consideration of these laws as a whole. I merely wish to call attention to what seem to me defects in some of the laws, as they are met with in the work of the Society with which I am connected—the Children's Aid Society of Rochester.

It is the object of this Society to find suitable homes for those children who, in consequence of the cruelty, neglect or poverty of their parents, are deprived of the influence of a home. It seeks to substitute home life for institutional life. It is non-sectarian. People of any religion and of no religion, Catholic and Protestant, Jew and Gentile, all are asked to participate in its management, provided only they are willing to meet and work in harmony on the common ground of interest in the well-being of the child.

The Society receives children in three ways: 1st, on commitment by the courts; 2d, on orders of the officers of the county or city poor departments; and 3d, on surrender by the parents.

Proceedings of the County Superintendents of the Poor.

Commitments by the courts are usually made under the provisions of the Penal Code or section 1 of chapter 438 of the Laws of 1884. Subdivision 5 of section 291 of the Penal Code provides that "Whenever any child shall be committed to an institution under this code, and the warrant of commitment shall so state, and it shall appear therefrom that either parent, or any guardian or custodian of such child was present at the examination before such court or magistrate, or had such notice thereof as was by such court or magistrate deemed and adjudged sufficient, no further or other notice required by any local or special statute, in regard to the committal of children to such institution shall be necessary, and such commitment shall in all respects be sufficient to authorize such institution to receive and retain such child as therein directed."

It must be conceded that a proceeding which may result in depriving parents of the custody of their children should be attended with considerable formality from beginning to end. And yet this provision of the Penal Code authorizes such a proceeding on notice which would not be sufficient to justify a court in depriving a person of the custody of a dog. It has not been uncommon, in Rochester, for officers to give parents notice by word of mouth and for the police court to act on such notice. It is true that, the question having been raised, it was held by the County Court of Monroe county that such notice was not sufficient; and that decision is undoubtedly good law. But that is not enough. Not only should written notice be required but that notice should be served upon *both* parents, where it is possible, and this even where some other guardian or custodian of the child has been notified; nor should the presence in court of *either* parent or of *any* guardian or custodian be sufficient.

The rights of parents are more likely to be protected in a proceeding before the county judge under section 1 of chapter 438 of the Laws of 1884; for it is pretty safe to assume that the county judge will not act except upon due notice to the parents. But where, as frequently happens, the only parent entitled to notice

is the mother of the child, and that mother is under age, how is the judge to proceed? Shall the mother be treated as a party to the proceeding, and shall a guardian *ad litem* be appointed to represent her? That has been the course followed in proceedings before the county judge for the commitment of children to our Society, and it is unquestionably the safer method of procedure. Then why should not a minor mother be represented by guardian *ad litem* in proceedings under the Penal Code, founded on the misconduct of such mother?

Where the child is received on an order of the officers of the city or county poor departments, the Society is not called upon to inquire into the validity of the commitment. It is for those officers to decide whether the child is a proper charge upon the poor department and the Society may safely rest upon their determination.

It is not often that we take children directly from their parents. The Society depends almost entirely upon the annual appropriation made by the board of supervisors of Monroe county, and it cannot use any part of that appropriation for other children than those for whose support the county or city or some town in the county is chargeable. It is therefore reluctant to accept children on surrender by the parents. Some persons, however, prefer to take a child for adoption from the Society rather than from its parents, so that the parents may not know by whom the child is adopted. In a few cases, where there seemed to be no special objection to this course, the Society has accepted a child on surrender by the parents and has at once placed it by adoption. But this course can be safely followed only where the parents of the child are of age. In the case of an illegitimate child of a minor mother the Society proceeds before the county judge, on notice to the mother and the appointment of a guardian *ad litem*.

But where all the formalities have been observed and there is no danger that the custody of the child by the Society can be successfully assailed, there are still many legal questions to be faced. How long do the Society's custody and control of the child continue? This question does not arise over commitments

by officers of the poor departments, for these are from year to year, nor over surrenders by parents, for these are regulated by agreement of the parties. Commitments by the courts usually direct that the child shall remain in the custody of the Society "until therefrom discharged in manner prescribed by law, not to exceed the period of its minority." And yet in the Matter of Knowack, 158 N. Y. 482, it was held that where a child is committed under section 291 of the Penal Code (this being the section under which most commitments by courts to charitable institutions are made), the Supreme Court may restore the child to its parents whenever they can satisfy that court that they have, by reform attained a proper conception of their duties towards their child. So that, in most cases, the Aid Society holds its children by a rather uncertain tenure.

Is it quite clear, too, that children adopted from the Society cannot be recovered by their natural parents on application to the Supreme Court? The law authorizes the Society to place its children by adoption, whether they have been committed to it by the courts or received on the order of the officers of the poor departments or surrendered by the parents. And yet, in the Knowack case, the court says: "We are not now called upon to decide what effect legal adoption in good faith by third parties would have on an application like this." There is, of course, no intimation here that the court would interfere with a legal adoption. But, on the other hand, there is no intimation that the court would not interfere. The question is raised and left unanswered. Far as the court went in the Knowack case, I have no fear that they would sustain natural parents in an attempt to wrest their children from foster-parents who have legally adopted them. But the matter can be definitely settled only by the decision of the Court of Appeals, or a legislative declaration of the law.

If the right of the Society to the custody of the child is not successfully questioned by the parents or by others acting in the interests of the child, how long does that custody continue? Under commitments by the courts or absolute surrender by the parents it may continue, nominally, until the child is twenty-one years of age. And yet, after the child is sixteen years old, this

Again, if the father dies, is the religion of the Catholic mother to be the controlling factor in determining what faith shall be taught to the child? Is the religion of the surviving parent the only one to be considered? Or take the case of a Catholic man and Protestant woman who are married according to the rites of the Protestant church or without the rites of any church. If their children become a public charge, they would have to be educated in the Catholic faith. And would not this be so, even if both parents requested that the children be taught the doctrines of Protestantism? Nor is it easy to perceive how this rule would be affected by the fact that the children may have become public charges in consequence of the cruelty or neglect of their father. But the death of the father may work a change. Should not the religion of the surviving parent control?

It is now a rule of the Children's Aid Society to secure an affidavit, if possible, whenever a child is committed to it, specifying the religious faith of the parents of the child, and to rely upon this affidavit, in disposing of the child, rather than upon any subsequent statements of the parents. It seems to me that this is a rule which, if not already adopted by superintendents and overseers of the poor, ought to be followed by them. For it sometimes happens that parents are quite willing to declare their adherence to one kind of religious faith to-day and another to-morrow, and a third on the following day; and in such cases the only safe course is to accept as conclusive the verified statement of the religious faith of the parents, made at the time the child becomes a public charge. If the affidavit of those who have or ought to have knowledge of the facts, taken at that time, shows that the parents are Catholics, the child should be educated as a Catholic; if that affidavit establishes the Protestantism of the parents, the child should be educated as a Protestant.

Questions like these which I have mentioned frequently perplex the managers of our Society. We are all anxious to obey the law; but we are not always in complete harmony concerning the interpretation of the law. There ought to be no room for differences of opinion. If ever the law should be clear and open to but one construction, it should be so in its provisions

to children. I have sometimes thought that it might be well to have a general Children's Law enacted, in which should be gathered all provisions (outside of the School Law and the laws regulating the appointment of general guardians) relating to the custody, control and training of children. But, if this be not advisable, then the present laws should be so amended as to remove some, at least, of the difficulties now lying in the path of institutions organized for the purpose of receiving and caring for unfortunate children.

JUDGE MAYER—Mr. President, I have listened with interest to the technical discussion by Mr. Hopkins, and I may say to him that in the county of New York all of the notices under section 291 are written notices. The elasticity of that statute is for large cities. For instance, when children are found in a room or on the street, absolutely and completely deserted by their parents, there would be no opportunity of making personal service, and the efforts made by the officers must be such as will satisfy the court that they have been fully and carefully made to bring the parent into court. And on the other hand, as often happens, if the child has wandered away by accident from a good home a careful examination will disclose it. The statute should be left where it is so that the court may have this elasticity. If judges are committing on mere verbal statements the only way to get at them is to see that local sentiment *condemns* them, but the statute was meant to be elastic.

MR. HOPKINS—My point was, that where it was possible to serve a notice, that it should be done. In the case of abandonment an affidavit could be secured easily. But commitments are made and the children are adopted in good faith on this notice, and it is a serious matter to have an adoption interfered with.

PRESIDENT LONG—It seems serious, but is it really? How many test cases have you had in Rochester?

A. None in Rochester, but adoption may follow commitment by a police court.

MISS MARY B. ORWEN, of Rochester, reported as follows:

The Children's Aid Society of Rochester was incorporated under chapter 355 of the Laws of 1895, for the purpose of receiving and caring for children.

Proceedings of the County Superintendents of the Poor.

It was the outcome of the belief in the minds of its founders that the best place in which to train a child for right living is the home; that every child has a right to a respectable home and to proper moral training; and if, by reason of misfortune or the fault of its natural guardians, it is deprived of these rights, society owes it to the child, as well as to itself, to see that the best possible substitutes are provided in their stead.

The Children's Aid Society does not enter the field of the Society for the Prevention of Cruelty to Children and investigate cases of cruelty, neglect or destitution; but it assumes the guardianship of such destitute or neglected children as are committed to it by the courts, or are received on orders from the Superintendent or Overseers of the Poor of Monroe county.

The children so received are placed in families permanently, by adoption or indenture, whenever that course is practicable; or temporarily, when a suitable permanent home is not available, or when the child is held temporarily by the Society. The personality of the child and the circumstances of the home determine whether it is free or a boarding home.

All homes are thoroughly investigated before a child is placed in them, and afterwards a careful oversight is kept by the Society upon its wards by means of personal visits, correspondence with the people furnishing homes, and by reports of teachers during the school year. These reports give in detail the progress of the child in its studies, its ability and conduct in school, as well as the condition of its clothing, and the teachers' impressions of its home life.

In this manner every effort is made to secure for each child a clean, comfortable home, in which it will receive the best possible moral and educational advantages.

The children received differ widely in antecedents, training and character. Many of them are bright, unspoiled and lovable. The ease with which such little waifs win their way into the hearts of the people with whom they are placed is remarkable—so that it often happens that a boarding home becomes a home for adoption, from the sheer inability of the family to give up the child when the time comes to transfer it to a permanent home.

Proceedings of the County Superintendents of the Poor.

The year ending October 1, 1902, was one of encouragement to the Society. The report showed the number of children held at the beginning of the year to be.....		183
During the year there were received.....		64
Making a total of		247
There were discharged:		
By adoption	31	
Returned to parents or other guardians.....	15	
Died	4	
Otherwise discharged	10	
In all		60
Leaving in the Society, October 1, 1902.....		187

Or only four more than at the beginning of the year.

The number of deaths occurring that year was larger than we like to report. But the entire number, four, were infants, hopelessly ill when given to us. Three of them lived less than four days after being received, and the other was in the care of the Society only twelve days.

During the seven years since the incorporation of the Society and up to the present time, the children it has had in its care, number.....		438
It has discharged:		
By adoption	98	
Indenture	5	
Returned to parents, etc.....	60	
Died	24	
Otherwise discharged	41	
		228
Leaving at the present time.....		210

Proceedings of the County Superintendents of the Poor.

A society but seven years of age cannot, in the nature of things, point with pride to the great number of useful citizens whom it has had at one time in its guardianship, and who owe in part, at least, their present social or political positions to its fostering care. Nor can they, from personal experience, give the ratios existing between the number of children cared for by it and the numbers developing into useful citizens or relapsing into worthlessness. But the Rochester Children's Aid Society, even at this early age, knows that much good has already been done, and that many shelterless waifs coming into its hands have been guided by it into homes where they receive a full measure of mother-love, and that those remaining with it are being watched over and trained for future usefulness.

MISS E. W. GUY, Superintendent of Children's work, State Children's Aid Association, of New York, made brief report of the workings of that institution.

MR. WM. J. DOHERTY of the Catholic Home Bureau made the following report:

(The manuscript copy of this address, not being received in time for printing in this, its proper place, it will be found at the end of the proceedings.)

MR. DEAN of the Children's Aid Society of New York made the following report:

I will confine myself to the subject of the farm school in which the boys are trained for a while. The number placed in homes this year was 476; placed in homes for wages, boys fifteen to twenty years old, 247. We started with one building which would accommodate about fifty boys. Two other buildings have since been added, one for the summer boys. Two hundred boys are taken down and given a few weeks' holiday, and the third building is for the little boys of from six to ten, or perhaps twelve years. I have noticed that the boys who have been in this house and mothered by the ladies having charge of it, are much easier subjects for placing-out than boys who do not come to us until they are older.

The farm school is about as good as it is possible for us to have with the means at hand. We are putting up a building

that will have a carpenter's shop and paint shop, and above these will be a gymnasium, and for this I think I can take some credit. We have fifty or sixty head of cattle and a number of horses, and many think that the exercise the boys get in the fields, and in this way, is sufficient, but I kept urging that that kind of exercise only was apt to give them mis-shapen bodies to some extent, and to strengthen one set of muscles to the detriment of another, and they at last decided to put up this gymnasium, and I am very proud of it.

I do not think there is any one who can reach the heart of the boy so quickly as the right kind of a man teaching boys in a gymnasium. The gymnasium teacher is a friend, and a word of advice from him will sink deep into their minds. It is very difficult to get boys from a city to pursue any monotonous occupation for any length of time and so great patience is needed, and they have to be encouraged in every possible way. Even with great encouragement and patience, they are apt to look upon the man who has charge of them in the fields as a task-master and not a friend and helper, but in the gymnasium the teacher has a tremendous influence for good with the boys, and I am delighted, myself, with the thought that the gymnasium will be in working order soon.

The idea of the Society in sending the boys to the farm school is to see what they are made of. We have many boys who drop into the office and say they have not a friend in the world and they want to get a place. Last year a nicely-dressed, open-faced boy came in and said he had not a friend in the world; that he was an orphan who had been taken care of by the captain of a ferry-boat, who had died, and the new owner of the boat had allowed him to sleep on the boat the night before but had ordered him off in the morning. A boy had told him to come to us. I asked him what he wanted to do. He asked me if we did not have a farm school. I said, "You don't want to be a farmer, do you?" and he said it was the dream of his life. We sent him to the farm school and kept him there six or eight weeks when I placed him in a home in Orange county. I went to see him recently and found that he was doing well, had grown immensely

and had already become quite a farmer. He said he liked his home very much. When I started for my buggy the man came after me and told me what a bad boy he was, how he had stoned the cow and kicked the dog, and from thinking the home a very satisfactory one, I came to think it was not, and I made up my mind to remove him. I found that his teeth needed care and told the man he had better take him to a dentist, and a week or two later wrote to ask if the teeth had been attended to and received a reply from the farmer's wife that her teeth had needed fixing for ten years and had not been attended to, and she guessed the boy's could wait. I sent for the boy and they could not realize that I would remove the boy for such a small reason. I explained to them that they had a boy in a thousand and did not appreciate him. I had the boy's teeth fixed at a cost of $15, and then asked him what he wanted to do. He said he wanted to go back to these people. I explained to him that I thought he could find a better place, but it did not make a particle of difference. He would go back. It was the first home he had ever had, and he would return to it, and he did, and is with them now.

MR. ROBINSON, of the Catholic Protectory, reported as follows:

MR. PRESIDENT AND LADIES AND GENTLEMEN—The Protectory is known to you all, and you seem to have an idea that the children are being retained there too long. I wish to say that our population is a floating one. Last summer and fall it ran down to 300 within four months, and it has increased 300 since the 1st of January. The number of children that went into that institution during the year ending October 1st was 1,750. The number of children who went out during that period was 2,000. So you see that it is not possible that the statement that this institution keeps its children until they are sixteen years of age, is true. The increase of 1,750 a year and the decrease of 2,000 makes it impossible that there is such a large number retained until they are sixteen years of age. There are children, of course, who are being saved for parents who are in the hospital. Where there are people who have an affection for their children and wish to see them, and who will be in position, perhaps, in a short time to care for the children themselves, they are sometimes retained for

some time. There was a woman discharged three months ago, and we had kept her children for six years. We placed them in the country but will bring them back whenever the mother is able to care for them. We have many times refused children to mothers who have wanted them, because after visiting the homes we conclude it is not for the child's good that it go into that home, for there is risk enough in giving them to people who appear all right. They then get into trouble through the carelessness of their mothers.

I do not think you superintendents can realize how it is with us. In your counties you know each family, their good and bad points. In Jefferson county you know personally each family, and no one can deceive you; but in New York, in spite of the equipment of the different societies, there are many cases of gross deception. We would like, as much as any one, to carry out the principles laid down by these ladies in their papers this afternoon, and we come as near to it as we can, but I don't think you realize what this discharging means. In the investigation we make before discharging a child, we discover many things unknown to you. I will not go into individual cases, but I could cite hundreds that occurred during the year. We find on investigation, that the homes are unfit for the rearing of children. We find the man and woman are not married. In some cases we have obliged them to marry in order to get the children, and in this way they have been reformed, and when the home is fit to receive the children they get them.

MRS. DEAN—Why did you take the child from the home in the country and return her to the mother who was discharged from an institution?

MR. ROBINSON—There was no reason why she should be kept with these people and there was much reason in returning her to her mother. She never should have been taken from the mother. The woman was not a drunken woman nor an immoral woman, but only insane, and there was great hopes of a recovery and she has recovered. Our agreement states that up to a certain date the child can be taken away.

On motion the convention adjourned until 9.30 o'clock Friday morning.

FRIDAY MORNING SESSION.

The convention was called to order at 10 o'clock.

The following letter was presented and ordered printed, viz.:

TO THE CONVENTION OF COUNTY SUPERINTENDENTS OF THE POOR:

The trustees of the Davenport Home for Female Orphan Children, at Bath, Steuben county, N. Y., are prepared to receive destitute female children into the Home upon the following conditions:

The applicant for admission must be over five and less than nine years of age, sound in body and mind, an orphan, or the child of a destitute mother; or in special cases of a destitute father.

The parent, guardian or legal representative to surrender the girl to the full control of the Home, and to receive the girl back at any time the trustees require.

This charitable institution was built and endowed by the late Ira Davenport. Its purpose is to provide, without charge, a Home for destitute girls, with clothing, food, schooling and household training, until they are either of suitable age to support themselves, or the trustees find more desirable homes in private families.

This letter is sent you with the hope that you will interest yourself in this purpose and acquaint yourself if there be any deserving children in your own town or county.

For further particulars and for application for admission, address,

Mrs. ROBERT MCPHERSON,
Superintendent,
Davenport Home for
Female Orphan Children,
Bath, N. Y.

President Long announced the following delegates to the National Conference of Charities:

Messrs. C. V. Lodge, of Monroe; D. W. Hitchcock, of Poughkeepsie; Dr. Robert W. Hill, of Albany.

town and Jefferson county newspapers, and the representatives of the Associated Press, for their efforts to make this Convention a success.

WHEREAS, The members of this Convention sustain close relations under the laws of the State to the State Board of Charities, it is meet that it should recognize the great service rendered to the State of New York by Hon. William Rhinelander Stewart, who has just retired from service as President of the State Board of Charities, after an incumbency in such office of more than nine years; therefore, be it

Resolved, That the Convention of County Superintendents of the Poor, hereby express appreciation of the great service to the public charities of the State of New York, rendered by the Hon. William Rhinelander Stewart in the many years during which he has guided the deliberations of the State Board of Charities, and desires in this formal way to testify to the devotion to a high sense of duty which has marked his entire public career.

Resolved, Further, that the new President of the State Board of Charities, Hon. Enoch Vine Stoddard is hereby congratulated upon his selection to serve the State in the high and responsible position to which he has been called, and that this Convention knowing his ability, wide experience, and special fitness, will rely with confidence upon him to continue the policy which has been so promotive of the best interests of the State under his predecessors.

It is also proper for this Convention to place upon its records its sense of loss at the death of the Hon. Peter Walrath, late Commissioner of the State Board of Charities for the Sixth Judicial District; therefore, be it

Resolved, That in the death of the late Hon. PETER WALRATH for years a member of the State Board of Charities, this Association has lost a devoted friend to the poor, the destitute, and unfortunate. His services to the State in visitation to public institutions, and as the Chairman of the Committee on Almshouses have left a lasting impression, and his wise counsels remain to guide and assist those charged with institutional responsibility, and that for these reasons this minute be spread upon our records.

Resolved, That a copy of these resolutions be sent to the State Board of Charities.

Resolved, That the thanks of this Convention are hereby expressed to the retiring president, Hon. Lafayette L. Long, for the able, courteous, and impartial manner in which he has guided the deliberations of this body as well as for the time he has devoted to the preliminary work which assured its success. Further also our thanks are due to our Secretary and to the Committee on Topics for the faithful work done in preparation for our annual gathering.

Resolved, That the thanks of this Convention be extended to the manager of the Columbian hotel for his courtesy and efforts to add to the comfort of all in attendance.

ROBERT W. HILL,
E. F. ELLSWORTH,
W. H. TOWNSEND,
WILLIAM VAN DUZER,
R. C. QUINN,
Committee.

The following report of the Treasurer, Mr. James W. Ives, was read and adopted, viz:

J. W. IVES, Treasurer, in account with State Convention of Superintendents of the Poor.

THOUSAND ISLAND PARK, *June* 24, 1903.

RECEIPTS.

Received at State Convention at Yonkers, June 24, 1902	$255 00	
Received from Superintendents, since Convention	75 00	
Received from Committee on Entertainment at Yonkers, Balance of Fund, Donation	17 78	
Receipts		$347 78

DISBURSEMENTS.

Balance due the Treasurer as per report.....	$13 34	
Paid Miss Greenville, Stenographer.....	35 00	
Paid the Spendelow Printing Co., for 1,500 Copies "Proceedings".....	224 64	
Exchange on Checks.....	50	
Secretary and Treasurer's bill.....	20 40	
Paid L. A. Page, Printing, etc.....	21 75	
		315 63
Balance in Treasury.....		$32 15

DR. HILL reported, as delegate to the National Conference, that he and Mr. Washburn attended the meeting which was held in Atlanta; that the discussions were interesting and instructive; that the New York State Almshouses were spoken of favorably.

DR. HILL also reported, as delegate to the State Conference of Charities and Correction held last November in Albany. Many of the Superintendents of the Poor were present and participated in the proceedings.

The above reports were received.

MR. LONG reported, as Committee on Telegraphic Code appointed at last year's Convention, that they had not finished their work, but had spent some time in connection with other societies working along the same line.

Report approved.

This ended the business of the session, and the Convention adjourned to meet at Patchogue, June 25th to 28th, 1904.

LIST OF DELEGATES.

Atty, Miss Florence, Gloversville.

Baker, Jonathan (and wife), Keeper and Matron, Suffolk county, Yaphank.

Beerman, F. J., Supervisor, Buffalo.

Bennington, J. R. (and wife), Superintendent of Poor, Batavia.

Bailey, Mrs. E., Patchogue.

Bailey, Miss M., Patchogue.

Bernstein, S., Supervisor, Chemung county, Elmira.

Bookhout, A. J. (and wife), Oneonta.

Bookes, E. J., Superintendent of Poor, Cortland county, Homer.

Bower, David (and wife), Superintendent of Poor, Tompkins county, Ithaca.

Boyd, A. D. (and wife), Supervisor, Jefferson county, Worth.

Brooks, D. C., Superintendent of Poor, Tioga county, Spencer.

Child, Byron M., Superintendent of State and Alien Poor, Albany.

Clark, Willis G., Supervisor, Erie county, Springville.

Clark, Mary Vida, Assistant Secretary, S. C. A. Association, New York.

Clark, Miss Phoebe H., Westfield, N. J.

Collins, Wm. W., Superintendent of Poor, Newburgh.

Cole, Charles E., Editor Watertown *Times*, Watertown.

Croft, G. H. (and wife), Superintendent of Poor, Genesee county, Oakfield.

Crosman, C. (and wife), Superintendent of Poor, Genesee county, Alexander.

Curtis, J. A. (and wife), Supervisor, Wayne county, Lyons.

Cullen, Mrs. Margaret, Erie county, Agent, Buffalo.

Davis, John T. (and wife), Superintendent of Poor, Herkimer county, Middleville.

Davis, George C., Commissioner of Charities, Watertown.

Deacon, Mary R., Children's Agent, S. C. A. Association, New York.

Proceedings of the County Superintendents of the Poor.

Dean, Emma A., Erie county Agent, Buffalo.
Dean, C. B. (and wife), Superintendent, Tioga county, Owego.
Dewitt, Peter, Commissioner of Charities, Watertown.
Derendorf, Mrs. Anna C. B., Watertown.
Derendorf, Frank B., Watertown.
Doty, J. F. (and wife), Superintendent of Poor, Wayne county, Wolcott.
Doherty, Wm. J., Catholic Home Bureau, New York city.
Doherty, James E., Deputy Commissioner of Charities, New York city.
Dimock, D. (and wife), Supervisor, Genesee county, Corfu.
Dorr, C. E., Watertown.
Ductuter, Miss Kate, Board of Charities, Watertown.
Ellsworth, E. F., Chairman Board of Supervisors, Rochester.
Emsty, Mrs., Amityville.
Eno, J. H., Supervisor, Erie county, Hamburg.
Ewell, Wm. H. (and wife), Superintendent of Poor, Wyoming.
Fitzgerald, J. M. (and wife), Supervisor, Jefferson county, Sacketts Harbor.
Fleming, James T., Yonkers.
Ford, Chester (and wife), Overseer of Poor. Batavia.
Freligh, G. W. (and wife), Schenectady.
Gannon, M. C., Supervisor, Rochester.
Gardiner, Richard, County Purchasing Agent, Rochester.
Goler, Amelia M., Monroe county Agent, Rochester.
Grant, R. P. (and wife), Supervisor, Jefferson county, Clayton.
Greenville, Mary W., Convention Stenographer, Buffalo.
Green, Samuel, Fulton.
Guy, Elizabeth W., Charities Agent, S. C. A. Association, New York city.
Hart, L. A. (and wife), Keeper and Matron, Genesee county, Linden.
Hildreth, Samuel P. (and wife), Secretary Brunswick Home, Amityville.
Hill, Robert W., State Board of Charities, Albany.
Hillman, George W. (and wife), North Broadalbin.
Hitchcock, D. W. (and wife), City Superintendent, Poughkeepsie.

Proceedings of the County Superintendents of the Poor.

Hollenbeck, W. H., Erin, N. Y.
Holleran, D. P., Supervisor, Chemung county, Elmira.
House, Mrs. Jennie, Erie county Agent, Holland.
House, C. W., Holland.
Houston, S. B. (and wife), Florida, N. Y.
Hopkins, A. (and wife), Armonk.
Ireland, John E.(wife and daughter), Superintendent Brunswick Home, Amityville.
Ives, J. W. (and wife), Superintendent of Poor, Wyoming county, Java Village.
Johnson, Miss Emma, Westfield, N. J.
Jones, W. H., Supervisor, Oyster Bay.
Kerr, Henry D., Deputy Superintendent of State Poor, Huntington, L. I.
Kellogg, V. R., Attorney-at-Law, Watertown.
Kirkpatrick, J. J. (and wife), Superintendent of Poor, Suffolk county, Patchogue.
Koener, Miss L., Patchogue.
Lathrop, Cyrus Clark, State Board of Charities, Albany.
Lattimore, F. J., Superintendent of Poor, Auburn.
Lee, A. H. (and wife), Superintendent of Poor, Niagara county, Lockport.
Lodge, C. V. (and wife), Superintendent of Poor, Monroe county, Rochester.
Long, Harry H., Buffalo.
Long, E. B. (and wife), Superintendent of Poor, Westchester county, White Plains.
Long, Lafayette L. (wife and sons), Superintendent of Poor, Erie county, Buffalo.
Louden, John, New York.
La Rock, Peter, Carthage.
Longalsbie, S. A. (and wife), Oakfield.
Mabie, Henry, Supervisor, Patterson.
Mayer, Hon. Julius M., Judge Children's Court, New York.
Mayhew, F. W. (and daughter), Supervisor, Jefferson county, Watertown.
McCarty, M. A., Brooklyn.
McDonald, Charles (and wife), Westchester Temporary Home, White Plains.

Proceedings of the County Superintendents of the Poor.

Merwin, E. F., New York.

Miller, Calvin (and wife), Superintendent, Sullivan county, Bethel.

Miller, Max, Herkimer.

Miller, George D. (and wife), Superintendent, Tioga county, Waverly.

Morse, A. C., Superintendent, Franklin county, Malone.

Mullen, Michael, Auburn.

Murphy, J. E., Supervisor, Wayne county, Clyde.

Neill, R. L., Agent Children's Aid Society, New York.

Nichols, E. B. (and wife), Superintendent, Jefferson county, Watertown.

Orwen, Mary B., Children's Agent, Rochester.

Page, Levi A., Superintendent, Ontario county, Seneca Castle.

Palmer, I., Supervisor, Rochester.

Parish, Dr. C. E. (and wife), Supervisor, Maryland, N. Y.

Parker, A. P., Chairman Board of Supervisors, Jefferson county, Watertown.

Parker, F. N. (and wife), County Treasurer, Jefferson county, Watertown.

Pawling, J. R. (and wife), Supervisor, Jefferson county, Watertown.

Pearse, S. W. (and wife), Superintendent and Matron, Saratoga county, Ballston Spa.

Perley, E. B., Supervisor, Jefferson county, Antwerp.

Prince, George G., Clerk Superintendent of Poor, Erie county, Buffalo.

Quinn, R. C. (and wife), Superintendent, Chenango county, Preston.

Rae, John (and wife), Superintendent, Greene county, Greenville.

Redmond, Patrick (and wife), Superintendent of Charities, Watertown.

Rhodes, O. B., Editor Watertown *Standard*, Watertown.

Rice, Smith (and wife), Superintendent, Onondaga county, Syracuse.

[illegible] d wife), Supervisor, Herkimer county, New-

Proceedings of the County Superintendents of the Poor.

Robinson, George B., President New York Catholic Protectory. New York.

Ruscoe, George J., Supervisor, Westchester county, Poundridge.

Sammons, Abram (and wife), Superintendent, Ulster county, New Paltz.

Sanford, H. J. (and wife), Parishville.

Saxe, Mrs. W. E., Commissioner of Charities, Watertown.

Scoltie, Mrs. Julia N., Erie county Agent, Buffalo.

Schroff, H. E. (and wife), New Rochelle.

Sherman, John, Superintendent, Fulton county, Gloversville.

Shepherd, A. J. (wife and daughter), Jefferson county, Chaumont.

Smeallie, W. B. (and wife), Superintendent, Montgomery county, Sprakers.

Smith, Harry C., Superintendent, Kingston.

Smith, D. C. (and wife), Superintendent, Oneida county, Rome.

Smith, George B. (and wife), Superintendent, Delaware county, Delhi.

Smith, H. D. (and wife), Superintendent, Essex county, Whalonsburg.

Smith, Jasper, Superintendent, Broome county, Binghamton.

Spickerman, E. (and wife), Superintendent, Schoharie county, Middleburg.

Spickerman, O. (and wife), Clerk Board of Supervisors, Middleburg.

Stocking, M. T. (and wife), Superintendent, St. Lawrence county, Canton.

Sullivan, F. A. (and wife), Chairman Board of Supervisors, Schoharie county, Middleburg.

Sutton, Isabelle, Buffalo.

Tobias, Mrs. William, Pennsylvania.

Thomas, A. A. (and wife), Wolcott.

Tiger, M. F. (and wife), Patchogue.

Townsend, W. H. (and wife), Superintendent, Yates county, Penn Yan.

Trimble, A. J. (and wife), Keeper, Cayuga county, Auburn.

Vandewater, W. J. (and wife), Superintendent, Cattaraugus county, Machias.

Proceedings of the County Superintendents of the Poor.

Van Duzer, William (and wife), Superintendent, Chemung county, Elmira.

Walker, Mrs. U. C., Board of Charities, Watertown.

Warren, Arthur, Supervisor, Rochester.

Weber, A. W. (and wife), Superintendent, Otsego county, Cooperstown.

Whelan, Patrick, Supervisor, Yonkers.

Williams, G. P., Superintendent, Amityville.

Winsor, Joseph, Overseer of Poor, Norwich.

Wisner, R. S. (and wife), Keeper and Matron, Canandaigua.

REPORT OF

CATHOLIC HOME BUREAU,

OF NEW YORK,

To the Convention of

County Superintendents of the Poor,

1903.

(Referred to on page 105.)

REPORT.

MR. PRESIDENT, LADIES AND GENTLEMEN:

Since we last reported to your convention, the work of the Catholic Home Bureau has steadily increased, and with the increase has come stricter and closer supervision of the dependent little ones under our care.

Last year we reported a total of 187 placements. This year we have been successful in finding exceptionally fine homes for 105 girls and 147 boys, making a total of 252 children placed during the year.

Of this number, 151 were placed in the State of New York and the remainder, 101, were sent to homes in Pennsylvania, Indiana, Ohio, New Jersey, Massachusetts, West Virginia and Rhode Island.

The following table, showing the number of children placed in the different counties of our State, may be interesting to your superintendents.

New York County	59
Kings	21
Allegany	21
Suffolk	8
Dutchess	8
Broome	6
Ulster	5
Clinton	3
Queens	3
Westchester	3
Orange	2
Washington	2
Essex	2
Chautauqua	2

Steuben	2
Chenango	2
Rensselaer	1
Sullivan	1
Total	151

Pennsylvania	57
Indiana	20
Ohio	14
New Jersey	7
West Virginia	1
Massachusetts	1
Rhode Island	1
Total	101

During the past year our efforts have been concentrated in striving to place out the children as young as possible. We have found that the younger the child placed, the more speedily does it find entrance into the affections of its foster-parents and the more likely is it to be legally adopted.

Of the total number of children placed 123 were between the ages of two and twelve years and 129 between twelve and fourteen. All of these children were taken from our Catholic institutions in New York, Kings, Rockland and Westchester counties. It is safe to say that over 95 per cent. were regularly committed and charges upon the city of New York.

A very strict supervision is exercised when once the children are placed. We aim to visit all at least twice within the year, but this is no set rule. When occasion demands, as in the case of reported ill-treatment of a child, neither time nor expense is spared in visiting the child and remedying the evil.

Within the past year we have paid nearly one thousand visits to our children, 966 to be exact, and it is a pleasure to state

that an agreeable uniformity of good reports have been the result. The little ones are happy in their new surroundings and frequently we hear from some child who is anxious to express gratitude for the good home provided.

With the passing of each year the bureau has become more widely advertised and better known, and the number of applications has correspondingly increased.

Our principal method of securing homes is by the personal canvass of our agents. Last year we reported a total of 382 applications for children; this number has been nearly doubled this year, there having been received 703 applications from all sections of the country. Of this number, 240 were for boys and 463 for girls.

These applications, after having undergone the customary investigations, usual with all placing-out societies, were submitted to the rigorous scrutiny of our executive committee. To give you an idea of the standard set up by this committee, it is but necessary to state that of the total number of applications submitted, fully 50 per cent. failed to meet the committee's requirements and were consequently disapproved.

Proceedings of the County Superintendents of the Poor.

PAGE.

Thursday Morning Session:

Appointment of Committees..... 56
Report of Committee on Organization..... 56
Report of Committee on Time and Place..... 57
Remarks by Mr. Kirkpatrick..... 57
Remarks—Outdoor Relief, by Mr. Patrick Redmond..... 57
Paper—Delinquent and Neglected Children, by Judge Julius M. Mayer 59
Discussion by Miss Clark, Judge Mayer and Mr. E. B. Long..... 68

Thursday Afternoon Session:

Letters from Mr. D. C. Grunder, of Allegany..... 71
Resolution by Mr. Page..... 71
Resolution by Mr. Lodge..... 72
Paper—The Placing-out Agent, by Miss Mary Vida Clark..... 73
Paper—The Orphan Wards of the State, by Mrs. Jennie R. House.... 84
Discussion by Messrs. E. B. Long, Page, Neal..... 94
Paper—Some Legal Defects in the Laws, by Mr. Hopkins..... 95
Report of the Children's Aid Society of Rochester, by Miss Mary B. Orwen 102
Report of New York Catholic Home Bureau, by Mr. William J. Doherty 123
Report of Children's Aid Society of New York, by Mr. Dean..... 105
Report of New York Catholic Protectory, by Mr. George B. Robinson. 107

Friday Morning Session:

Letter from Trustees of the Davenport Home for Female Orphan Children 109
Appointment of Delegates to Conferences, etc..... 109
Report of Committee on Resolutions..... 110
Report of Secretary and Treasurer..... 112
Report of Dr. Hill as delegate..... 113
Report of Committee on Telegraphic Code..... 113
Adjournment 113
List of Delegates 114
Report of New York Catholic Home Bureau, by Mr. W. J. Doherty... 123

TABLE OF CONTENTS.

	PAGE.
List Officers and Committees	4
Tuesday Morning Session:	
Address of Welcome, by Supervisor R. P. Grant	5
Response by President L. L. Long	7
Remarks by Messrs. Page, Ives and Dr. Hill, concerning the death of Mr. John R. Washburn	7
Annual Address of President	10
Tuesday Afternoon Session:	
Paper—Non-resident Poor, by Mr. Byron M. Child	13
Discussion by Messrs. Lodge, Child, Page, Kerr and Lathrop	19
Paper—Town or County System, by Mr. Edward B. Long	21
Discussion by Messrs. Robinson, E. B. Long, L. L. Long, Vernon, Dr. Hill, Lathrop, Kerr, Hopkins, Page, Kirkpatrick, Redmond, and Mrs. Dean	24
Wednesday Morning Session:	
Appointment of Committees	31
Paper—The Almshouse Hospital, by Mr. S. W. Pearse	31
Discussion by Messrs. Smith, Lathrop, Dr. Hill and Miss Clark	33
Paper—County Charities and the Supervisors, by Mr. Frederick Howard	35
Opening of Discussion by Mr. M. T. Stocking	44
Further Discussion by Messrs. Lodge, L. L. Long and Weber	46
Committee Report on death of the late Hon. John R. Washburn	47
Remarks by Mr. Patrick Redmond	48
Wednesday Evening Session:	
Banquet at the Columbian	49
Remarks by Toastmaster, A. B. Parker	49
Toast—Our County Agents—Response by President L. L. Long	50
Toast—The Charitable Spirit of the State—Response by Dr. Robert W. Hill	52
Toast—Badgering the Poor—Response by Editor O. B. Rhodes	52
Toast—Why Lawyers keep out of the Poorhouse—Response by Mr. V. K. Kellogg	52
Eulogy—On the life of the late Hon. John R. Washburn, by Mr. John R. Pawling	52
Toast—The Trials and Tribulations of a Country Supervisor—Response by Mr. J. M. Fitzgerald	54
Toast—Tribulations of a State Inspector—Response by Mr. C. C. Lathrop	55
Remarks by Editor C. E. Cole	55
Toast—The Public Service—Response by Mr. Frederick Howard	55
Toast—Our Tendencies—Response by Mr. Arthur Warren	55

ALMSHOUSES—*Continued:* PAGE.
Hospitals of....631-632
Idiots in.... 15
Improvements in....150, 630-631
Inmates:
health of....632-633
number.... 15
Inspection of.... 150
Population.... 636
Progress....629-630
Report on, in 1857, by select Senate committee....962-971
Report of committee on....627-639
(See also City and Town Almshouses, County Almshouses and State Almshouses.)

ALMSHOUSES AND PUBLIC HOSPITALS.
In the first judicial district, report of visitation of....641-686

AMERICAN FEMALE GUARDIAN SOCIETY AND HOME FOR THE FRIENDLESS, NEW YORK CITY.
Report on, in 1857, by select Senate committee....900-901

APPROPRIATIONS.
For Board.... 7-10
Craig Colony.... 99
House of Refuge, Randall's Island.... 70
House of Refuge for Women, Hudson.... 50
New York State Hospital for the Care of Crippled and Deformed Children. 129
New York State Hospital for Treatment of Incipient Pulmonary Tuberculosis.... 131
New York State Reformatory for Women, Bedford....60-61
New York State School for the Blind, Batavia.... 124
New York State Soldiers and Sailors' Home, Bath.... 107
New York State Woman's Relief Corps Home, Oxford.... 114
Rome State Custodial Asylum.... 89
State Custodial Asylum for Feeble-Minded Women, Newark.... 81
State Industrial School, Rochester.... 44
Syracuse State Institution for Feeble-Minded Children....76-77
Thomas Asylum, Iroquois.... 119
Western House of Refuge for Women, Albion....54-55

BELLEVUE DISPENSARY, NEW YORK CITY.
Closed temporarily.... 142

BELLEVUE HOSPITAL, NEW YORK CITY.
Buildings, condition of.... 655
Diet.... 656
Employes, housing and care of....653-654
Improvements....646-647
Insane pavilion....650-652
Location.... 646
Patients:
admission of.... 648
records of, kept.... 649
Report on, in 1857, by select Senate committee....966-967
Report on visitation.... 646
Superintendent.... 646

BLIND.
Adult, condition of, to be investigated.... 13
Education of.... 486
Number in institutions....15, 485
Report of committee on....483-495
Statistics concerning.... 486

BLOOMINGDALE LUNATIC ASYLUM. PAGE.
Report on, in 1857, by select Senate committee....920-921

BRONX EYE AND EAR INFIRMARY.
License granted to....141, 613

BROOKLYN CITY HOSPITAL.
Report on, in 1857, by select Senate committee....928-929

BROOKLYN DISPENSARY.
Report on, in 1857, by select Senate committee.... 950

BROOKLYN NORTH DISTRICT EPWORTH LEAGUE.
Incorporation 137
Object 137
Office 137

BROOKLYN ORPHAN ASYLUM SOCIETY.
Report on, in 1857, by select Senate committee....901-902

BROOKLYN WAYSIDE HOME.
Commitments:
age of.... 206
cause of.... 206
laws under which made.... 206

BROOME COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee....826-827

BROOME COUNTY JAIL.
Report on, in 1857, by select Senate committee.... 973

BUCK, WILLIAM B.
Appointed superintendent of inspection.... 5

BUFFALO ORPHAN ASYLUM.
Report on, in 1857, by select Senate committee.... 902

BUFFALO HOSPITAL OF THE SISTERS OF CHARITY.
Report on, in 1857, by select Senate committee....929-936

BUILDINGS.
Plans approved....140-141

CARMEL DISPENSARY, NEW YORK CITY.
Incorporation 136
Licensed 142
Object 136
Office 136

CATTARAUGUS COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee....827-828

CATTARAUGUS COUNTY JAIL.
Report on, in 1857, by select Senate committee....973-974

CAYUGA COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee....828-830

CAYUGA COUNTY JAIL.
Report on, in 1857, by select Senate committee.... 974

CAYUGA ORPHAN ASYLUM.
Report on, in 1857, by select Senate committee....902-903

CENTRAL NEW YORK INSTITUTION OF DEAF-MUTES, ROME.
Expenditures 506
classified 507
Indebtedness 510

PAGE.

CENTRAL NEW YORK INSTITUTION OF DEAF-MUTES, ROME—*Continued:*
Pupils:
number 509, 511
sex 511
state, number 510
total per capita cost of support 509
Receipts 506
sources 506
Report of committee on 501
Teachers, number employed 511

CHARITABLE AND PENAL INSTITUTIONS.
Report on, in 1857, by select Senate committee 791-1023

CHARITABLE LEGISLATION FOR 1903 12-14

CHAUTAUQUA COUNTY ALMSHOUSE.
Buildings, plans approved 141
Report on, in 1857, by select Senate committee 830-831

CHAUTAUQUA COUNTY JAIL.
Report on, in 1857, by select Senate committee 974

CHEMUNG COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 831-832

CHEMUNG COUNTY JAIL.
Report on, in 1857, by select Senate committee 975

CHENANGO COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 832-833

CHENANGO COUNTY JAIL.
Report on, in 1857, by select Senate committee 975

CHILDREN.
Commitment of 243
In almshouses, law concerning 637-638
In institutions:
education of 14, 598
number 15
placing out of 158-160
criticised 580-582
Placed in homes:
inspector to visit, need of 10-11
oversight of 10-11
supervision of 151-152
Placed out by State Charities Aid Association 172
Placing out of, report of committee on 605-609

CHILDREN'S AID SOCIETY OF NEW YORK.
Report on, by Mr. Dean ..... Appendix II, 105-107

CHILDREN'S AID SOCIETY OF ROCHESTER.
Report of, by Miss Mary B. Orwen ..... Appendix II, 102-105

CHILDREN'S COURT SYSTEM.
Extension of 12

CHILDREN'S HOSPITAL IN THE CITY OF NEW YORK.
Report on, in 1857, by select Senate committee 936-937

CITY AND TOWN ALMSHOUSES.
Epileptics in, transfer necessary 34
Feeble-minded women in, transfer necessary 33
Idiots in, transfer necessary 33-34
Inmates, number remaining from 1899-1903 16
Statistics concerning 1016

CITY HOSPITAL, NEW YORK CITY. PAGE.
Capacity 672
Improvements 672
Report on.....672-675
Superintendent 672

CITY PRISON, NEW YORK CITY.
Report on, in 1857, by select Senate committee.....968-971

CLARK, MISS MARY VIDA.
Placing out agent, paper on.....Appendix II, 73-84

CLINTON COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee.....834-835

CLINTON COUNTY JAIL.
Report on, in 1857, by select Senate committee..... 976

COLORED ORPHAN ASYLUM.
Report on, in 1857, by select Senate committee.....903-904

COLUMBIA COUNTY AGENCY FOR DEPENDENT CHILDREN.
Work accomplished by..... 172

COLUMBIA COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee.....835-836

COLUMBIA COUNTY JAIL.
Report on, in 1857, by select Senate committee..... 976

COMMISSIONERS OF BOARD. (See State Board of Charities.)

COMMITTEES OF THE BOARD..... 5-7
(See also special subjects.)

CONVENTION OF THE COUNTY SUPERINTENDENTS OF THE POOR, THIRTY-THIRD.
Committees 168-169
Officers elected for 1903-1904.....168-169
Papers read at.....167-168
Proceedings of.....Appendix II, 3-128
table of contents of.....Appendix II, 127-128
Report on.....167-169

CORTLAND COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee.....837-838

CORTLAND COUNTY JAIL.
Report on, in 1857, by select Senate committee.....976-977

COUNTY ALMSHOUSES.
Epileptics in, transfer necessary..... 34
Feeble-minded in, transfer necessary..... 33
Idiots in, transfer necessary.....33-34
Report on, in 1857, by select Senate committee.....823-899
in Second Judicial District.....687-693
in Third Judicial District.....696-701
in Fourth Judicial District.....703-709
in Fifth Judicial District.....711-718
in Sixth Judicial District.....719-726
in Seventh Judicial District.....727-734
in Eighth Judicial District.....735-743
Statistics concerning..... 1013

COUNTY JAILS.
Statistics concerning.....1014-1015

CRAIG COLONY FOR EPILEPTICS, SONYEA.
Apothecary's report.....475-476
Applications for admission, number.....411, 431

CRAIG COLONY FOR EPILEPTICS, SONYEA—*Continued:* PAGE.
Appointments ..... [illegible]
Appropriations ..... [illegible]
recommended by Board ..... [illegible]
special, summary of ..... [illegible]
Capacity ..... [illegible]
Chaplain:
Catholic, report of ..... [illegible]
Protestant, report of ..... [illegible]
Committees ..... [illegible]
Donations ..... [illegible]
Established ..... [illegible]
Exhibit at St. Louis in 1904 ..... [illegible]
Expenditures ..... [illegible]
classified ..... [illegible]
Improvements ..... 410-411, [illegible]
Managers ..... [illegible]
Matron, report of ..... [illegible]
Medical superintendent, report of ..... [illegible]
Needs ..... 103-104, [illegible]
summary of ..... [illegible]
Officers ..... [illegible]
Overcrowded condition 101-102
Patients:
ages of ..... [illegible]
classification ..... [illegible]
needed ..... [illegible]
cost of support 97, 410, 441
death rate of ..... [illegible]
died, number since opening ..... [illegible]
discharged, number ..... [illegible]
since opening ..... [illegible]
employment of 104
epileptic seizures of, notes on ..... [illegible]
general intelligence of, table concerning ..... [illegible]
number 97
admitted since opening 452-454
arranged by counties 42
remaining since opening 452-454
table showing percentage of deaths ..... [illegible]
Physicians and surgeons ..... [illegible]
Population ..... [illegible]
changes in ..... 409-410, [illegible]
Progress of ..... [illegible]
Receipts ..... [illegible]
Report of 403-451
table of contents of 451
Report of committee on ..... [illegible]
Report on 97-105
Resignations ..... [illegible]
Staff, changes in ..... [illegible]
Steward, report of 459-470
Training school for nurses 441
Treasurer, report of 415-430
Visitors to ..... 414-415, [illegible]

DEAF.
Number in institutions 15
Report of committee on 497-505

DEAF, SCHOOLS FOR. (See Schools for the Deaf.)

DEAN, MR.
Report of Children's Aid Society of New York ..... Appendix II, 105-107

PAGE.

DELAWARE COUNTY JAIL.
Report on, in 1857, by select Senate committee..... 977

DELINQUENT AND NEGLECTED CHILDREN.
Paper on, by Hon. Julius M. Mayer.....Appendix II, 59-69

DEMILT DISPENSARY, NEW YORK CITY.
Report on, in 1857, by select Senate committee..... 952

DEPARTMENT OF PUBLIC CHARITIES, NEW YORK CITY.
Buildings, plans approved..... 140
Bureau of Dependent Adults, report on..... 667
Bureau of Dependent Children, report on.....668-670
Report on.....665-670

DE PEYSTER, MRS. ANNIE G.
Record of attendance at meetings..... 3

DISPENSARIES.
Attendance at, increase in..... 143
Cases investigated by Brooklyn Bureau of Charities..... 623
by New York Charity Organization Society..... 622
In New York city, statistics concerning.....615-616
Licensed:
during the year.....141-142
location 142
number 142
Report on, in 1857, by select Senate committee.....949-953
Report of committee on.....611-625
Representation cards, use of..... 145
Statistics concerning..... 614

DISPENSARY LAW, EFFECT OF..... 584

DUTCHESS COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee.....839-840

DUTCHESS COUNTY JAIL.
Report on, in 1857, by select Senate committee.....977-978

EASTERN DISPENSARY, NEW YORK CITY.
Report on in 1857 by select Senate committee..... 952

EASTERN NEW YORK STATE TRAINING SCHOOL FOR BOYS.
Establishment of advised.....283-284

ECLECTIC COLLEGE FREE DISPENSARY, NEW YORK CITY.
Closed temporarily 142

EPILEPSY.
Curability of 432-433
Eye strain as cause of..... 443

EPILEPTICS.
Need of further provision for..... 31
Number in institutions..... 15

ERIE COUNTY ALMSHOUSE.
Report on by State Charities Aid Association.....173
Report on in 1857 by select Senate committee.....840-842

ERIE COUNTY JAIL.
Report on in 1857 by select Senate committee.....978-979

ERIE COUNTY WORKHOUSE.
Report on in 1857 by select Senate committee.....1005-1006

ESSEX COUNTY ALMSHOUSE.
Report on in 1857 by select Senate committee.....842-843

ESSEX COUNTY JAIL.
Report on in 1857 by select Senate committee..... 979

PAGE.

FEMALE CHARITABLE SOCIETY OF THE VILLAGE OF BALDWINSVILLE.
Incorporated 137
Object 137-138
Office 137

FLOYD, COMMISSIONER AUGUSTUS.
Appointment of 1
Record of attendance at meetings 3
Report on almshouses in the Second Judicial District 687-693

FORDHAM HOSPITAL, NEW YORK CITY.
Capacity 663
Employes, number 664
Location 663
Patients, number 665
Report of visitation 663-665

FRANKLIN COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 843-845

FRANKLIN COUNTY JAIL.
Report on, in 1857, by select Senate committee 979

FREDERICK FERRIS THOMPSON HOSPITAL, CANANDAIGUA.
Incorporated 136
Object 136
Office 136

FULTON COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 845-846

FULTON COUNTY JAIL.
Report on, in 1857, by select Senate committee 979-980

FULTON HOSPITAL ASSOCIATION.
Incorporated 138
Object 138
Office 138

GENESEE COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 846-847

GENESEE COUNTY JAIL.
Report on, in 1857, by select Senate committee 980

GOUVERNEUR HOSPITAL, NEW YORK CITY.
Capacity 659
Location 659
Patients, statistics 660
Report of visitation 659-660

GRATWICK, COMMISSIONER WILLIAM H.
Record of attendance at meetings 3
Report on almshouses in Eighth Judicial District 735-743

GREENE COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 847-848

GREENE COUNTY JAIL.
Report on, in 1857, by select Senate committee 980

HARLEM HOSPITAL, NEW YORK CITY.
Employes, number 662
Location 661
Patients, number 662-663
Report on visitation 661-663

HERKIMER COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 849-850

HERKIMER COUNTY JAIL. PAGE.
Report on, in 1857, by select Senate committee..... 981

HOMES FOR THE AGED.
Inmates:
number in institutions..... 15
number remaining from 1899-1903..... 16

HOMES FOR CHILDREN.
Educational work in, investigation of..... 154
Extent of compliance with public health law..... 599
Fire protection 601
Inmates:
long term:
classification of 155
disposition of 155
investigation of 154, 576-578, 594
statistics concerning 594-596
number remaining from 1899-1903..... 16
Movement of population.....157, 592
Proper field of work for.....601-604
Revised form of admission and discharge blanks.....157-158, 590, 598-599
Statistics concerning 591

HOMES FOR DISCHARGED PRISONERS.
Inmates, number remaining from 1899-1903..... 16

HOMES, TEMPORARY, FOR MEN AND BOYS.
Inmates, number remaining from 1899-1903..... 16

HOMES, TEMPORARY, FOR WOMEN AND CHILDREN.
Inmates, number remaining from 1899-1903..... 16

HOMES, TEMPORARY, FOR WOMEN AND GIRLS.
Inmates, number remaining from 1899-1903..... 16

HOMES FOR THE BLIND.
Inmates, number remaining from 1899-1903..... 16
Name and location.....488-489

HOMES FOR THE FEEBLE-MINDED.
Inmates, number remaining from 1899-1903..... 16

HOPKINS, MR.
Some legal defects in the laws, paper on.....Appendix II, 95-102

HOSPITALS.
Patients, number 15
remaining from 1899-1903..... 16
Report on, in 1857, by select Senate committee.....927-948

HOSPITALS AND HOMES FOR CONSUMPTIVES.
Patients, number remaining from 1899-1903..... 16

HOSPITALS AND HOMES FOR CONVALESCENTS.
Patients, number remaining from 1899-1903..... 16

HOSPITALS AND HOMES FOR EPILEPTICS.
Patients, number remaining from 1899-1903..... 16

HOSPITALS AND HOMES FOR INCURABLES.
Patients, number remaining from 1899-1903..... 16

HOSPITALS FOR THE TREATMENT OF PULMONARY TUBERCULOSIS.
Act concerning 13

HOUSE, MRS. JENNIE R.
Orphan wards of the state, paper on.....Appendix II, 84-95

HOUSE OF REFUGE, RANDALL'S ISLAND. PAGE
Affairs and management, investigation into ..... [illegible]
results of ..... [illegible]
Appropriation ..... [illegible]
recommended by Board ..... [illegible]
Capacity ..... [illegible]
Commitments to:
act concerning ..... [illegible]
age limit ..... [illegible]
number from 1864-[illegible] ..... [illegible]
to be from certain counties ..... [illegible]
Discipline ..... [illegible]
Dormitory life at ..... [illegible]
Expenditures ..... [illegible]
classified ..... [illegible]
Financial administration ..... [illegible]
Food ..... [illegible]
Girls' department, discontinuance of advised ..... 37, 73, [illegible]
Hygiene ..... [illegible]
Inmates:
clothing ..... [illegible]
cost of support of ..... [illegible], [illegible]
number ..... [illegible], [illegible]
arranged by counties ..... [illegible]
since opening of institution ..... [illegible]
paroles 264-265
period of detention 263-264
recreations and training 256
rewards and punishments 250
statistics concerning 288-313
Investigation into the affairs and management of 20-24, 71
Managers, number 266
Method of reception of inmates 246-248
Needs 281
Receipts 69
Removal of, advised 37, 71, 200, 279-281
Report of committee on 199-202
Report on 68-75
Report on, in 1857, by select Senate committee 956-960
Statutes and regulations concerning 240-243
Suggestions of State Board of Charities concerning 286-287

HOUSE OF REFUGE FOR WOMEN, HUDSON.
Appropriation 50
recommended by Board 53, 192
Buildings, alterations and repairs 51, 191
Capacity 49, 190
Discipline 52, 192
Expenditures 49
classified 40
Industrial education to be extended 192
Inmates:
cost of support 49, 191
number 49, 191
arranged by counties 42
Receipts 49
Report on 49-53, 190-192

HOUSE OF SHELTER, ALBANY.
Commitments to:
age of 207
cause of 207
laws under which made 207

HOUSE OF THE GOOD SHEPHERD, BROOKLYN. PAGE.
Bethesda Home:
Commitments to:
age of 206
cause of 206
laws under which made 206

HUDSON ORPHAN ASYLUM.
Report on, in 1857, by select Senate committee 904

IDIOTS.
Need of further provision for 31
Number in institutions 15
Report of committee on 377-386

INCORPORATIONS.
List of new 136

INDIAN POOR.
Expenditures 148, 561
Number provided for 148, 561
Report on 146-148

INDOOR RELIEF.
Statistics concerning 16

INSPECTION DEPARTMENT.
Inspections:
general:
number 153, 574 588
increase in 574
reports, number 588
disposition of 588
special:
number 588
reports, number 588
disposition of 588
report of committee on 571-588
Inspectors:
additional, needed 585-586
salaries, equalization of, recommended 585
Institutions in, number 574
Needs 585
Report of 152-161
Summary of work done by 588
Superintendent, change in 152, 573

INSTITUTION FOR THE IMPROVED INSTRUCTION OF DEAF-MUTES, NEW YORK CITY.
Expenditures 506
classified 507
Indebtedness 510
Pupils:
number 509, 511
sex 511
state, number 510
total per capita cost of support 509
Receipts 506
sources of 506
Report of committee on 502
Teachers, number employed 511

INSTITUTIONS.
Children in, placing out of 158-160
Fire protection 582-583

INSTITUTIONS—*Continued*. PAGE
Inmates:
[illegible] statistics concerning ..... [illegible]
rules governing the reception and retention of ..... [illegible]
Subject to visitation of Board:
Inmates:
classification ..... [illegible]
number ..... [illegible]
Under private management:
dates when established ..... [illegible]
expenditures ..... [illegible]
names ..... [illegible]
receipts ..... [illegible]
Under State control:
dates when established ..... [illegible]
expenditures ..... [illegible]
names ..... [illegible]
receipts ..... [illegible]

INSTITUTIONS, STATE.
Appropriations for, in 1903 35
recommended for 1904 35
Dates when established 35
Expenditures 35
classified 40-41
Fire protection, act concerning 160-161
Idiots in 15
Inmates:
number, arranged by counties 42
remaining from 1899-1903 16
Names 35
Receipts 35

INSTITUTIONS, STATE CHARITABLE.
Report on, by State Charities Aid Association 176-179

INVESTIGATION INTO THE AFFAIRS AND MANAGEMENT OF THE NEW YORK HOUSE OF REFUGE.
Report on 211-213

ITALIAN BENEVOLENT INSTITUTION.
Incorporation 136
Object 136-137
Office 136

JAILS.
Report on, in 1857, by select Senate committee 972-1002

JEFFERSON COUNTY JAIL.
Report on, in 1857, by select Senate committee 981

JONES' INSTITUTE, OYSTER BAY.
Report on, in 1857, by select Senate committee 874-875

JUVENILE OFFENDERS.
Number in institutions 15

KINGS COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 852-855

KINGS COUNTY JAIL.
Report on, in 1857, by select Senate committee 982

KINGS COUNTY PENITENTIARY.
Report on, in 1857, by select Senate committee 1007-1008

KIP'S BAY DAY NURSERY.
Incorporation 138
Object 138
Office 138

PAGE.

LE COUTEULX ST. MARY'S INSTITUTION FOR THE IMPROVED INSTRUCTION OF DEAF-MUTES, BUFFALO.
Expenditures 506
classified 507
Indebtedness 510
Pupils:
number 509, 511
sex 511
state, number 510
total per capita cost of support 509
Receipts 506
sources of 506
Report of committee on 501-502
Teachers, number employed 511

LEWIS COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 855-856

LEWIS COUNTY JAIL.
Report on, in 1857, by select Senate committee 982-983

LITCHFIELD, COMMISSIONER EDWARD H.
Resignation of 1

LIVINGSTON COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 850-852

LIVINGSTON COUNTY JAIL.
Report on, in 1857, by select Senate committee 983

LUNATIC ASYLUMS.
Report on, in 1857, by select Senate committee 917-921

McCARTHY, COMMISSIONER DENNIS.
Record of attendance at meetings 3
Report on almshouses in the Fifth Judicial District 711-718

MADISON COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 858-859

MADISON COUNTY JAIL.
Report on, in 1857, by select Senate committee 983-984

MARINE HOSPITAL, STATEN ISLAND.
Report on, in 1857, by select Senate committee 942-944

MARSHALL INFIRMARY, TROY.
Report on, in 1857, by select Senate committee 937-938

MAYER, HON. JULIUS M.
Delinquent and neglected children, paper on ..... Appendix II, 59-69

METROPOLITAN HOSPITAL, NEW YORK CITY.
Capacity 675
Location 675
Report on 675-676
Superintendent 675

MONROE COUNTY ALMSHOUSE.
Hospital, plans approved 141
Report on, in 1857, by select Senate committee 859-860

MONROE COUNTY JAIL.
Report on, in 1857, by select Senate committee 984

MONROE COUNTY WORKHOUSE.
Report on, in 1857, by select Senate committee 1006-1007

MONTGOMERY COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 861-862

MONTGOMERY COUNTY JAIL. PA
Report on, in 1857, by select Senate committee....984

MT. MAGDALEN SCHOOL OF INDUSTRY AND HOUSE OF THE GOOD SHEPHERD, TROY.
Commitments ....
age of ....
cause of ....
laws under which made....

MUNICIPAL LODGING HOUSE, NEW YORK CITY.
Report of visitation....670
Statistics ....

NATIONAL CONFERENCE OF CHARITIES AND CORRECTION.
Officers ....
Representatives of Board at....
Report on 169
Subjects considered by....

NEW YORK CATHOLIC HOME BUREAU.
Report on, by William J. Doherty....Appendix II, 121

NEW YORK CATHOLIC PROTECTORY.
Report on, by George B. Robinson....Appendix II, 107

NEW YORK CITY.
Children's hospitals and schools, Randall's Island:
report of visitation....681
statistics ....
superintendent ....
Department of public charities:
buildings, plans approved....
bureau of dependent adults, report on....
bureau of dependent children, report on....668
report on 665
Dispensaries:
number treated at....
statistics concerning 615

NEW YORK CITY HOME FOR DEPENDENT ADULTS (formerly almshouse), NEW YORK CITY.
Capacity ....
Employes, number ....
Report of visitation....677

NEW YORK COUNTY JAIL.
Report on, in 1857, by select Senate committee....

NEW YORK DISPENSARY.
Report on, in 1857, by select Senate committee....

NEW YORK EYE INFIRMARY.
Report on, in 1857, by select Senate committee....954

NEW YORK HOME FOR DESTITUTE CRIPPLED CHILDREN.
Incorporation ....
Object ....
Office ....

NEW YORK HOSPITAL.
Report on, in 1857, by select Senate committee....938

NEW YORK HOUSE OF REFUGE. (See House of Refuge, Randall's Island).

NEW YORK INSTITUTION FOR THE BLIND, NEW YORK CITY.
Established ....
Expenditures ....
Location ....

PAGE.

NEW YORK INSTITUTION FOR THE BLIND, NEW YORK CITY—*Continued*:
Pupils:
cost of support 493
education of 492
number 493
Purpose 492
Receipts 492
Report on 491-493
Report on, in 1857, by select Senate committee 926

NEW YORK INSTITUTION FOR THE INSTRUCTION OF THE DEAF AND DUMB.
Expenditures 506
classified 507
Indebtedness 510
Pupils:
number 509, 511
sex 511
state, number 510
total per capita cost of support 509
Receipts 506
sources of 506
Report on 500
Report on, in 1857, by select Senate committee 922-925
Teachers, number employed 511

NEW YORK JUVENILE ASYLUM.
Report on, in 1857, by select Senate committee 904-905

NEW YORK MAGDALEN BENEVOLENT SOCIETY.
Commitments to:
age of 206
cause of 206
laws under which made 206

NEW YORK OPHTHALMIC HOSPITAL.
Report on, in 1857, by select Senate committee 941-942

NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.
Delegates, number 161
Officers elected for 1904 166
Proceedings of. See Appendix I.
Program 162-165
Report on 161-167

NEW YORK STATE HOSPITAL FOR THE CARE OF CRIPPLED AND DEFORMED CHILDREN, TARRYTOWN.
Affidavit blank:
for parents and guardians 551-552
for state, county and town officers 551
Application for admission:
number received 536
to whom made 553
Appropriation 129
recommended by Board 131
Board of managers 529
Capacity 128
Donations 545-550
Enlargement necessary 524-525
Expenditures 128-129
classified 41
Location 528
new 130
Medical staff 530
Object 552

PAGE.

NEW YORK STATE HOSPITAL FOR THE CARE OF CRIPPLED AND DEFORMED CHILDREN, TARRYTOWN—*Continued:*
Officers 532
Patients:
age limit 553
classification 524, 533
cost of support 128, 523
eligibility for admission 553
health of 130-131
number 128, 533
admitted from each county 42
statistics concerning 538-544
Receipts 128
Report of 527-553
Report of committee on 521-525
Report on 128-131
Rules and regulations governing 552
Surgeon-in-chief and superintendent, report of 533-537

NEW YORK STATE HOSPITAL FOR THE TREATMENT OF INCIPIENT PULMONARY TUBERCULOSIS, RAYBROOK.
Appropriation 131
recommended by Board 133
Report on 131-133

NEW YORK STATE REFORMATORY, ELMIRA.
Commitments to, age limit 178

NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD.
Appropriation 60
recommended by Board 67-68, 199
Art industries 64, 197
Capacity 59, 195
Commitments to, cause of 62
Discipline 63, 197
Enlargement necessary 62, 196
Expenditures 59-60
classified 40
Hospital, completion of 66, 198
Inmates:
cost of support 59
number 59, 196
committed from each county 42
increase in 196
physical culture taught to 197
Needs 198
Receipts 59
Records, how kept 66, 198
Report of committee on 195-199
Report on 59-68

NEW YORK STATE SCHOOL FOR THE BLIND, BATAVIA.
Appropriation 124
recommended by Board 128
Capacity 123
Expenditures 123-124, 494
classified 41
Needs 126-127
Pupils:
ages of 495
cost of support 123, 495
education of 125, 493
health of 128

PAGE.

NEW YORK STATE SCHOOL FOR THE BLIND, BATAVIA—*Continued:*
Pupils—*Continued:*
number 123, 494
from each county 42
Receipts 123, 494
Report of committee on 493-495
Report on 123-128

NEW YORK STATE SOLDIERS AND SAILORS' HOME, BATH.
Administration 390
Appropriation 107-108
recommended by Board 112-113, 395
Capacity 106
Discipline 108, 390-391
Expenditures 106-107, 390
classified 41
Improvements 109, 389
Inmates:
cost of support 106
number 106
from each county 42
Needs 109, 391-393
Population 390
Receipts 106, 390
Report of committee on 389-393
Report on 106-113
Tuberculosis hospital needed 391

NEW YORK STATE WOMAN'S RELIEF CORPS HOME, OXFORD.
Appropriation 114
recommended by Board 117-118, 396
Buildings, completion of new 115
Capacity 113
Expenditures 114
classified 41
Inmates:
cost of support 113
number 113
from each county 42
Needs 116
Receipts 113
Report of committee on 394-395
Report on 113-118
Superintendent:
appointment of 395
death of 115, 394

NEWBURGH AGENCY FOR DEPENDENT CHILDREN.
Work accomplished by 172

NEWBURGH ALMSHOUSE.
Report on, in 1857, by select Senate committee 962

NEWBURGH DAY NURSERY.
Incorporation 139
Object 139
Office 139

NEWBURGH JAIL.
Report on, in 1857, by select Senate committee 989

NIAGARA COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 862-863

NIAGARA COUNTY JAIL.
Report on, in 1857, by select Senate committee 985-986

NORTHERN DISPENSARY, NEW YORK CITY. PAGE.
Report on, in 1857, by select Senate committee....952-953

NORTHERN NEW YORK INSTITUTION FOR DEAF-MUTES, MALONE.
Expenditures 506
classified 507
Indebtedness 510
Pupils:
number 509, 511
sex 511
state, number 510
total per capita cost of support.... 509
Receipts 506
sources of 506
Report of committee on....500-501
Teachers, number employed.... 511

NORTHWESTERN DISPENSARY IN THE CITY OF NEW YORK.
Report on, in 1857, by select Senate committee.... 953

NOTMAN, COMMISSIONER JOHN.
Record of attendance at meetings.... 3

NURSERY AND CHILD'S HOSPITAL DISPENSARY, NEW YORK CITY.
Licensed 142, 613

OFFICERS OF BOARD.
Election 4

ONEIDA COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee.... 864

ONEIDA COUNTY JAIL.
Report on, in 1857, by select Senate committee....986, 987

ONONDAGA COUNTY ALMSHOUSE.
Buildings, plans approved.... 141
Report on, in 1857, by select Senate committee....865-866

ONONDAGA COUNTY JAIL.
Report on, in 1857, by select Senate committee....987-988

ONONDAGA COUNTY ORPHAN ASYLUM.
Report on, in 1857, by select Senate committee.... 905

ONTARIO COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee....866-867

ONTARIO COUNTY JAIL.
Report on, in 1857, by select Senate committee.... 988

ORANGE COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee....867-868

ORANGE COUNTY JAIL.
Report on, in 1857, by select Senate committee....968-969

ORLEANS COUNTY ALMSHOUSE.
Hospital, plans approved.... 141
Report on, in 1857, by select Senate committee....868-869

ORLEANS COUNTY JAIL.
Report on, in 1857, by select Senate committee....989-990

ORPHAN ASYLUM SOCIETY IN THE CITY OF NEW YORK.
Report on, in 1857, by select Senate committee.... 906

ORPHAN ASYLUMS. (*See* Homes for Children.)

ORPHAN ASYLUMS AND CHILDREN'S HOMES.
Report of committee on....589-604

ORPHAN ASYLUMS AND HOMES FOR THE FRIENDLESS. PAGE.
Report on, in 1857, by select Senate committee.....900-916

ORPHAN WARDS OF THE STATE.
Paper on, by Mrs. Jennie R. House.....Appendix II, 84-95

ORPHANS' HOME OF THE PROTESTANT EPISCOPAL CHURCH IN NEW YORK.
Report on, in 1857, by select Senate committee..... 907

ORWEN, MISS MARY B.
Report on Children's Aid Society of Rochester.....Appendix II, 102-105

OSWEGO COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee.....869-871

OSWEGO COUNTY JAIL.
Report on, in 1857, by select Senate committee.....990-992

OSWEGO ORPHAN ASYLUM.
Report on, in 1857, by select Senate committee..... 907

OTSEGO COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee.....872-873

OTSEGO COUNTY JAIL.
Report on, in 1857, by select Senate committee..... 992

OUTDOOR RELIEF IN CITIES OF THE STATE.
Statistics for the years 1901-1903.....17-19

PAUPERS. (*See* Poor.)

PENAL AND CHARITABLE INSTITUTIONS.
Report on, in 1857, by select Senate committee.....791-1023

PENITENTIARIES.
Report on, in 1857, by select Senate committee.....1003-1004

PLACING-OUT AGENTS.
Paper on, by Miss Mary Vida Clark.....Appendix II, 73-84

PLACING OUT OF CHILDREN.
Report of committee on.....605-609

PLATTSBURG CITY HOSPITAL.
Incorporation 137
Object 137
Office 137

POOR, ALIEN.
Appropriation 8
necessary for needs of..... 10
Expenditures 148, 560
Financial benefits resulting from removal of..... 149
Number:
provided for 560
returned to their homes.....147-148
Report of committee on..... 556
Report of superintendent on.....557-563
Report on 146-148

POOR, COUNTY SUPERINTENDENTS OF THE.
Convention of.....Appendix II, 3-128
table of contents of.....Appendix II, 127-128

POOR PERSONS.
Number:
receiving temporary relief.....17-19
sent out of the state..... 149

POOR, STATE. PAGE.
Appropriation 8
necessary, for needs of 10
Defined 558
Expenditures 148, 559
Financial benefits resulting from removal of 149
Maintenance 558
Number provided for 559
Report of committee on 556
Report of superintendent on 557-563
Report on 146-148

POORHOUSES. (See Almshouses.)

POUGHKEEPSIE FEMALE GUARDIAN SOCIETY.
Report on, in 1857, by select Senate committee 908-909

PROTESTANT EPISCOPAL HOUSE OF MERCY, NEW YORK CITY.
Commitments to:
age of 206
cause of 206
laws under which made 206

PROTESTANT MALE ORPHAN ASYLUM, NEW YORK CITY.
Report on, in 1857, by select Senate committee 908

PUBLIC HEALTH LAW.
Provisions of, concerning homes for children 599-601

PUTNAM COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 873-874

PUTNAM COUNTY JAIL.
Report on, in 1857, by select Senate committee 992

QUEENS COUNTY JAIL.
Report on, in 1857, by select Senate committee 992-993

RECIPES FOR INSTITUTION USE.
By Katharine Bement Davis 315-373
Index to 373-375

REFORMATORIES.
Inmates, classification necessary 270-272
Report of committee on 186-207

REFORMATORIES FOR CHILDREN.
Inmates, number remaining from 1899-1903 16

REFORMATORIES FOR WOMEN AND GIRLS.
Inmates, number 15
remaining from 1899-1903 16
Private:
commitments to:
age of 204, 206
cause 206
lack of uniformity in 204
laws under which made 206
location 203
name 203
number 202

RENSSELAER COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 875-878

RENSSELAER COUNTY JAIL.
Report on, in 1857, by select Senate committee 993

RICHMOND COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 878-880

RICHMOND COUNTY JAIL. PAGE.
Report on, in 1857, by select Senate committee....993-994

ROBINSON, GEORGE B.
Report of New York Catholic Protectory....Appendix II, 107-108

ROCHESTER ORPHAN ASYLUM.
Report on, in 1857, by select Senate committee.... 910

ROCHESTER ROMAN CATHOLIC ORPHAN ASYLUM.
Report on, in 1857, by select Senate committee.... 909

ROCKLAND COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee....880-881

ROCKLAND COUNTY JAIL.
Report on, in 1857, by select Senate committee.... 994

ROMAN CATHOLIC HOUSE OF THE GOOD SHEPHERD, NEW YORK CITY.
Commitments to:
age of 206
cause of 206
laws under which made.... 206

ROMAN CATHOLIC ORPHAN ASYLUM, BROOKLYN.
Report on, in 1857, by select Senate committee....910-911

ROMAN CATHOLIC ORPHAN ASYLUM, NEW YORK CITY.
Report on, in 1857, by select Senate committee.... 911

ROME STATE CUSTODIAL ASYLUM.
Appropriation 89
recommended by Board.... 97
Capacity 88
Enlargement necessary 37, 91, 385
Established 32
Expenditures 88
classified 40
Hospital needed 386
Inmates:
cost of support.... 88
employment 94, 386
number 88
committed from each county.... 42
Needs 94, 96
Object 32
Population 32
Receipts 88
Report of committee on....385-386
Report on 88-97

ROSENDALE, COMMISSIONER SIMON W.
Reappointed commissioner 1
Record of attendance at meetings.... 4
Report on almshouses in the Third Judicial District....696-701

ST. ANN'S SCHOOL OF INDUSTRY AND REFORMATORY OF THE GOOD SHEPHERD, ALBANY.
Commitments to:
age of 206
cause of 206
laws under which made.... 206

ST. ELIZABETH'S GUILD OF THE CITY OF ALBANY.
Incorporation 137
Object 137
Office 137

ST. JOHN'S BOYS ORPHAN ASYLUM, ALBANY.
Report on, in 1857, by select Senate committee.... 912

PAGE

ST. JOSEPH'S INSTITUTE FOR THE IMPROVED INSTRUCTION OF DEAF-MUTES, NEW YORK CITY.
Expenditures 51
classified 51
Indebtedness 51
Pupils:
number 500, 51
sex 51
state, number 51
total per capital cost of support 51
Receipts 51
sources of 51
Report of committee on 51
Teachers, number employed 51

ST. JOSEPH'S MALE ORPHAN ASYLUM, BUFFALO.
Report on, in 1857, by select Senate committee 811-81

ST. LAWRENCE COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 881-88

ST. LAWRENCE COUNTY JAIL.
Report on, in 1857, by select Senate committee 894-99

ST. MARY'S ASYLUM, TROY.
Report on, in 1857, by select Senate committee 91

ST. VINCENT'S FEMALE ORPHAN ASYLUM, ALBANY.
Report on, in 1857, by select Senate committee 812-81

ST. VINCENT'S FEMALE ORPHAN ASYLUM, BUFFALO.
Report on, in 1857, by select Senate committee 91

SALARY CLASSIFICATION COMMISSION.
Composition 1
Duties 1

SARATOGA COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 882-88

SARATOGA COUNTY JAIL.
Report on, in 1857, by select Senate committee 99

SCANLAN, COMMISSIONER MICHAEL J.
Record of attendance at meetings .....

SCHEDULE OF SALARIES AND WAGES 745-79

SCHENECTADY COUNTY.
New almshouse for 15

SCHENECTADY COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 883-88

SCHENECTADY COUNTY JAIL.
Report on, in 1857, by select Senate committee 99

SCHENECTADY DAY NURSERY.
Incorporation 13
Object 13
Office 13

SCHOHARIE COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 884-88

SCHOHARIE COUNTY JAIL.
Report on, in 1857, by select Senate committee 99

SCHOOLS FOR THE BLIND.
Pupils, number remaining from 1899-1903 1

SCHOOLS FOR THE DEAF. PAGE.
Expenditures 134, 506
classified 507
Inspection of 134
Location of 133
Names 133
Number 499
Pupils:
industrial training of 135
number 133, 509, 511
increase in 134
remaining from 1899-1903 16
sex 133, 511
state, number 510
total per capita cost of support 509
Receipts 134, 506
sources of 506
Teachers, number employed 511

SCHUYLER COUNTY JAIL.
Report on, in 1857, by select Senate committee 996

SENECA COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 885-886

SENECA COUNTY JAIL.
Report on, in 1857, by select Senate committee 996-997

SHELTER FOR UNPROTECTED GIRLS, SYRACUSE.
Commitments to:
age of 207
cause of 207
laws under which made 207

SMITH, COMMISSIONER STEPHEN.
Elected vice-president 4
Record of attendance at meetings 3

SOCIETY FOR THE RELIEF OF DESTITUTE CHILDREN OF SEAMEN.
Report on, in 1857, by select Senate committee 916

SOCIETY OF ST. VINCENT DE PAUL IN THE DIOCESE OF BROOKLYN.
Incorporated 139
Object 139
Office 139

SOLDIERS AND SAILORS.
Homes for, report of committee on 387-396
Number in institutions 15

SOME LEGAL DEFECTS IN THE LAWS.
Paper on, by Mr. Hopkins ..... Appendix II, 95-102

STANDING COMMITTEES OF THE BOARD 5-7

STATE ALMSHOUSES.
Dates of contract 564
Inmates:
ages from 1873-1903 568
changes during 1903 565
changes from 1873-1903 567
expenditures for support and removals 570
number and sex from 1873-1903 ..... [illegible]
years of commitment of 569
Location 564
Name 564

STATE BOARD OF CHARITIES. PAGE.
Appropriation 7-9
recommended for needs of 9-10
Charitable legislation for 1903 12-14
Committees 5-7
Duties 11-12
Legislation recommended by 37
Members:
attendance at meetings 3
changes in 1
Minute relative to William R. Stewart 4-5
Officers, election of 4
Rules governing the reception and retention of inmates in institutions, changes in 14

STATE CHARITIES AID ASSOCIATION.
Children placed out by 172
Report of 171-179
Summary of work of 171-172

STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN, NEWARK.
Appropriation 81
recommended by Board 87
Capacity 80
Enlargement necessary 37, 82, 84, 384
Established 32
Expenditures 80-81
classified 40
Inmates:
cost of support 80
number 80, 383
committed from each county 42
reclassification 383
Needs 86
Overcrowded condition of 82
Population 32
Receipts 80
Report of committee on 383
Report on 80-87

STATE INDUSTRIAL SCHOOL, ROCHESTER.
Appropriation 44
recommended by Board 43, 190
Capacity 43, 188
Commitments to, age limit 178
Expenditures 43
classified 40
Girls' department to be discontinued 37, 190
Inmates:
cost of support of 43, 188
number 43, 188
arranged by counties 42
Managers commended 46
New location selected 188
Receipts 43
Removal to rural site advised 45
benefit to be derived from 48
Report of committee on 188-190
Report on 43-49
Report on, in 1857, by select Senate committee 960-961

STATE INSTITUTIONS. (See Institutions, State.)

STATE POOR. (See Poor, State.)

STEUBEN COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee ..... [illegible]

STEUBEN COUNTY JAIL. PAGE.
Report on, in 1857, by select Senate committee..... 997

STEWART, COMMISSIONER WILLIAM R.
Minute of Board relating to..... 4-5
Record of attendance at meetings..... 3
Re-election of, as president..... 4
declined to accept..... 4

STODDARD, COMMISSIONER ENOCH V.
Elected president..... 4
Record of attendance at meetings..... 3
Report on almshouses in the Seventh Judicial District.....727-734

SUFFOLK COUNTY JAIL.
Report on, in 1857, by select Senate committee..... 998

SULLIVAN COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee.....887-889

SULLIVAN COUNTY JAIL.
Report on, in 1857, by select Senate committee..... 998

SUSQUEHANNA VALLEY HOME, BINGHAMTON.
Investigation of..... 592
results of..... 593

SYDENHAM DISPENSARY, NEW YORK CITY.
Licensed 142, 613

SYRACUSE CITY POOR AND WORKHOUSE.
Report on, in 1857, by select Senate committee.....1008-1009

SYRACUSE HOME ASSOCIATION.
Report on, in 1857, by select Senate committee.....913-914

SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN.
Appropriation 76-77
recommended by Board..... 80
Capacity 75
Educational work at.....77, 382
Established 31
Expenditures 76-77
classified 40
Inmates:
cost of support..... 75
health 79
number 75
arranged by counties..... 42
transfer of certain ones recommended.....381, 382
Overcrowded condition..... 78
Population 31
Receipts 75
Report of committee on.....381-383
Report on.....75-80
Sanitation 382

THOMAS, COMMISSIONER RALPH W.
Appointment of 1
Record of attendance at meetings..... 3
Report on almshouses in the Sixth Judicial District.....719-726

THOMAS ASYLUM FOR ORPHAN AND DESTITUTE INDIAN CHILDREN, IROQUOIS.
Appropriation 119
recommended by Board.....122-123
Capacity 118
Dormitories, condition of..... 515

PAGE.

THOMAS ASYLUM FOR ORPHAN AND DESTITUTE INDIAN CHILDREN, IROQUOIS—*Continued:*
Educational progress of 516
Expenditures 118
classified 41
Industrial training 516
Inmates:
cost of support 118
number 15, 118
arranged by counties 42
training of 122
Maintenance of 518
Needs 121, 519
Receipts 118
Report of committee on 513-519
Report on 118-123

TIOGA COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 889-890

TIOGA COUNTY JAIL.
Report on, in 1857, by select Senate committee 998-999

TOMPKINS COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 890-891

TOMPKINS COUNTY JAIL.
Report on, in 1857, by select Senate committee 999

TROY BOYS' CLUB.
Incorporated 128
Object 128
Office 128

TROY HOSPITAL.
Report on, in 1857, by select Senate committee 944-945

TROY ORPHAN ASYLUM.
Report on, in 1857, by select Senate committee 915

UFFORD, WALTER S. (SUPERINTENDENT OF INSPECTION).
Resignation of 5

ULSTER COUNTY ALMSHOUSE.
Investigation of 638
Management criticized 150
Report on 24-31
by State Charities Aid Association 173-175
in 1857, by select Senate committee 891-892

ULSTER COUNTY JAIL.
Report on, in 1857, by select Senate committee 999-1000

UTICA DISPENSARY.
Closed temporarily 142

UTICA STATE HOSPITAL.
Report on, in 1857, by select Senate committee 917-920

WALRATH, COMMISSIONER PETER.
Death of 1

WARREN COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee 892-893

WARREN COUNTY JAIL.
Report on, in 1857, by select Senate committee 1000

WASHINGTON COUNTY ALMSHOUSE. PAGE.
Report on, in 1857, by select Senate committee....893-894

WASHINGTON COUNTY JAIL.
Report on, in 1857, by select Senate committee....1000-1001

WAYNE COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee....894-895

WAYNE COUNTY JAIL.
Report on, in 1857, by select Senate committee.... 1001

WESTCHESTER COUNTY ALMSHOUSE.
Report on:
by State Charities Aid Association....175-176
in 1857, by select Senate committee....896-897

WESTCHESTER COUNTY JAIL.
Report on, in 1857, by select Senate committee....1001-1002

WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION.
Appropriation 54
recommendations of Board....58, 195
Capacity 53, 193
Enlargement necessary....56, 194
Expenditures 54
classified 40
Inmates:
cost of support of....53, 193
number 53, 193
arranged by counties.... 42
increase in....56, 193
Needs 194
Receipts 53-54
Report of committee on....193-195
Report on....53-59

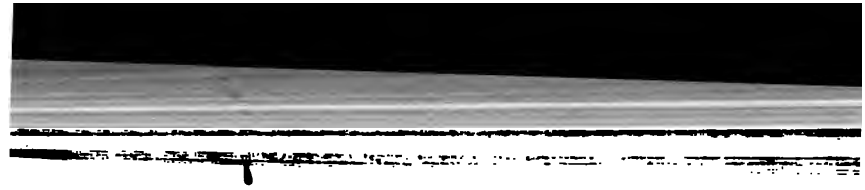
WESTERN NEW YORK INSTITUTION FOR DEAF-MUTES, ROCHESTER.
Expenditures 506
classified 507
Indebtedness 510
Pupils:
number 509, 511
sex 511
state, number.... 510
total per capita cost of support.... 509
Receipts 506
sources of.... 506
Report of committee on.... 500
Teachers, number employed.... 511

WILLIAM H. DAVIS MEMORIAL FREE INDUSTRIAL SCHOOL FOR CRIPPLED CHILDREN.
Incorporated 138
Object 138
Office 138

WILLIAMSBURGH DISPENSARY.
Report on, in 1857, by select Senate committee.... 951

WILLIAMSBURGH HOSPITAL DISPENSARY.
Closed temporarily.... 142

WOMEN'S HOSPITAL IN THE STATE OF NEW YORK.
Out-patient department closed temporarily.... 142
Report on, in 1857, by select Senate committee....945-948



WORKHOUSES. PAGE.
Report on, in 1857, by select Senate committee.....1005-1009
WYOMING COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee.....997-998
WYOMING COUNTY JAIL.
Report on, in 1857, by select Senate committee..... 1002
YATES COUNTY ALMSHOUSE.
Report on, in 1857, by select Senate committee.....998-999
YATES COUNTY JAIL.
Report on, in 1857, by select Senate committee..... 1002

N.Y. 79145 v.1
Annual report of the state board
of charities 1903.

	DATE	NAME	DATE
	5 Sept		